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ABSTRACT

A study of the governance and financing of three school district junior colleges and educational centers operated by state-supported institutions of higher education in North Dakota was conducted to determine the current status of these institutions with recommendations for future development. The three institutions were Bismarck Junior College, Lake Region Junior College, and the University of North Dakota--Williston Center. Interviews were conducted with persons at both state and institutional levels. The study report is divided into five sections: (1) an overview of postsecondary education in North Dakota, including information about state agencies as well as educational institutions; (2) a summary of legislation related to the development of school district junior colleges and educational centers; (3) detailed information about the institutions themselves with emphasis on existing patterns of governance and financing; (4) alternatives for the future as reflected in structures and procedures used by other states; and (5) conclusions and recommendations. Supplemental statements on the state of community colleges in North Dakota are provided by Eugene Lehrmann (Wisconsin Board for Vocational, Technical, and Adult Education), Ben Morton (West Virginia Board of Regents), John Mundt (Washington State Board for Community College Education), and Herbert Hengst (Center for Studies in Higher Education, Oklahoma). Appendices contain the proposal for the study, excerpts from the North Dakota education code, recommendations from a previous study, and a bibliography. (Author/MB)

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GOVERNANCE AND FINANCING OF SCHOOL DISTRICT JUNIOR COLLEGES AND EDUCATIONAL CENTERS IN NORTH DAKOTA

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JC 790 063

September 1978

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I. INTRODUCTION

This report presents the results of a study related to the governance and financing of three institutions of higher education in North Dakota generally referred to as school district junior colleges and educational centers operated by state-supported institutions of higher education.

The three institutions are Bismarck Junior College (BJC), Lake Region Junior College (LRJC), and the University of North Dakota-Williston Center (UND-WC).

Sponsor

The study was sponsored by the North Dakota Postsecondary Education Commission with funds provided under the Comprehensive Statewide Planning Grants Program of the U.S. Office of Education. The proposal was developed by the Executive Director of the Commission in cooperation with chief administrative officers of the three institutions. A copy is attached as Appendix A.

Purpose

The purpose of the study, according to the proposal, was to determine the current status of these institutions "with recommendations for future development including alternatives in governance and financing of their operations."

The proposal refers to frequent modifications in methods of determining state appropriations to these institutions and growing concern about the need for state control. "It is most apparent in reviews of postsecondary education and in planning for postsecondary education in the state," the proposal continues, "that there needs to be a long-term solution to the question of governance and financing of these institutions."

Methodology

Procedures for the study were developed by the project director in cooperation with the Executive Director and chief administrative officers referred to above.

In general, these procedures called for the director to make arrangements with at least two other persons in the field of higher education to serve as associates for the study. The procedures also required the director and at least one associate to travel to North Dakota for interviews with appropriate persons at both state and institutional levels.

The study began in May with the understanding that the final report would be completed by the end of September.

The director was able to obtain the services of four associates, three of whom traveled to North Dakota at different times and visited each of the three institutions. These three persons are high-level officials in states having different patterns of governance for public junior and community colleges. They know from many years of experience some of the advantages and disadvantages of alternative configurations.

The fourth associate is a professor of higher education at a major university in another state having still another form of governance for such institutions. His task was to review and report on characteristics of governance and financing in that state.

Summary

The remainder of this report is divided into five sections. Section II presents an overview of postsecondary education in North Dakota, including information about state agencies as well as educational institutions. Section III

provides a summary of legislation related to the development of school district junior colleges and educational centers. Section IV contains detailed information about the institutions themselves with emphasis on existing patterns of governance and financing. Section V concentrates on alternatives for the future reflected in structures and procedures used by other states. Section VI contains conclusions and recommendations.

II. THE BROADER SETTING

Any effort to identify alternatives related to the governance and financing of school district junior colleges and educational centers in North Dakota must take into consideration the broader setting within which these institutions operate. In other words, it is important to be aware of such factors as the distribution of population throughout the state, the various types of institutions offering postsecondary programs, the number of students being served by these institutions, and state agencies responsible for planning, governance, or supervision of postsecondary activities.

Population

Exhibits 1 and 2 provide information about the distribution of population in North Dakota. Exhibit 1 shows the approximate number of persons in each county. Exhibit 2 shows the percentage distribution of people throughout the state.

Examination of the figures in Exhibit 2 reveals that the population is heavily concentrated in four counties: Burleigh, Ward, Grand Forks, and Cass. These four counties account for almost 40 percent of the state total.

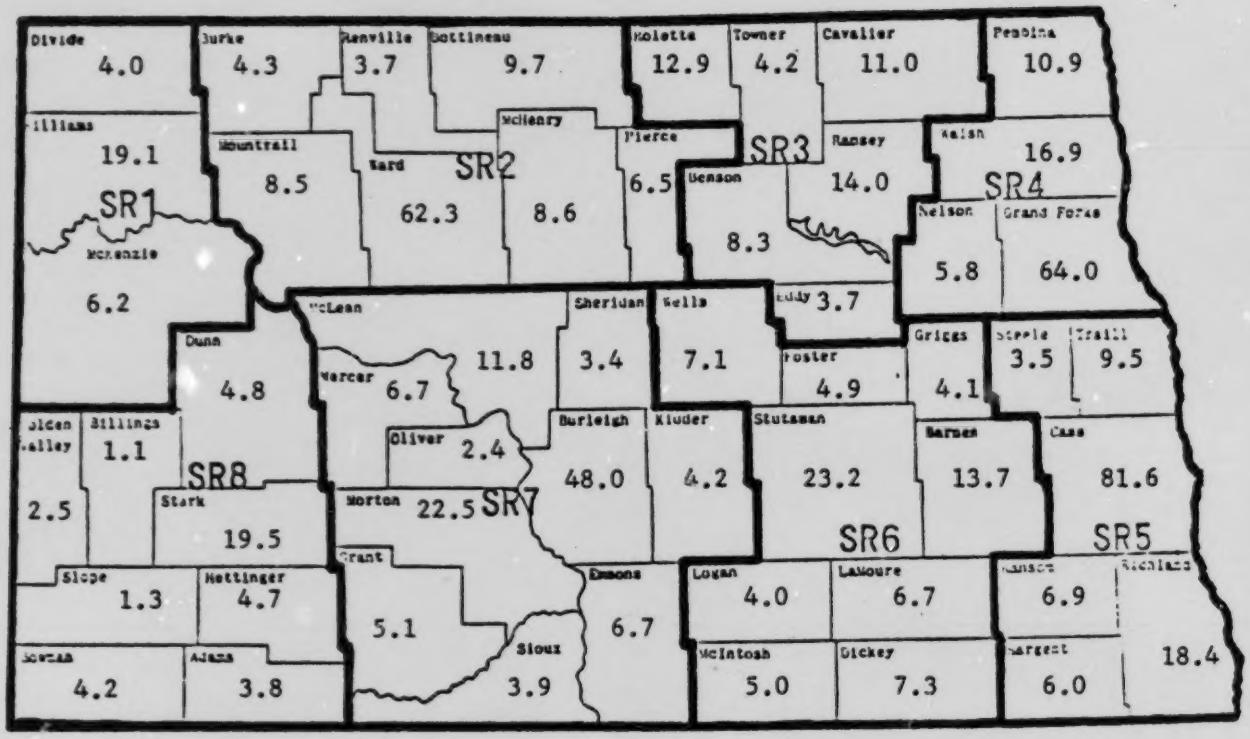
Institutions

A recent study prepared for the North Dakota Postsecondary Education Commission contains detailed information about the various types of educational institutions that either now offer or might offer postsecondary programs (McKinney, Harcleroad, and Martorana, 1977). The institutions were classified in that study as follows: (1) state colleges and universities, (2) public community/junior colleges, (3) private institutions of higher education,

Exhibit 1

ESTIMATED POPULATION OF NORTH DAKOTA, BY COUNTY, JULY 1, 1976
(Thousands of persons)

State total = 643.1



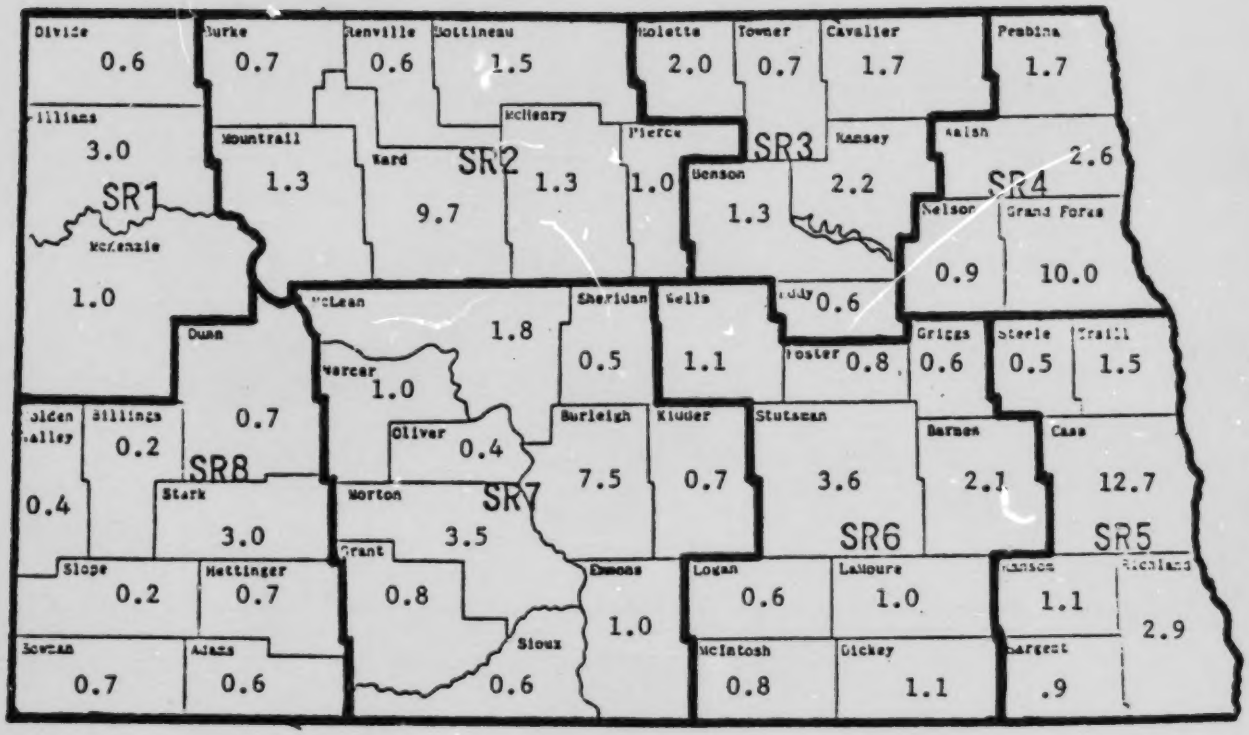
SOURCE: U.S. Department of Commerce, Bureau of the Census. Current Population Reports. Series P-26, No. 76-34. Washington: U.S. Government Printing Office, 1977, p.3.

NOTE: Heavy lines and related references indicate state planning regions.

Exhibit 2

PERCENTAGE OF ESTIMATED POPULATION OF NORTH DAKOTA,
BY COUNTY, JULY 1, 1976

State total = 100.0



SOURCE: Based on data in Exhibit 1.

(4) proprietary institutions, (5) public schools and centers offering vocational education programs, and (6) community colleges for American Indians.

Exhibit 3 shows the approximate location of all institutions in the first three categories. However, they are classified here in a slightly different manner. Three of the institutions are classified as junior colleges and educational centers; eight are classified as state colleges and universities; and four are classified as private institutions of higher education. This makes a total of fifteen institutions.

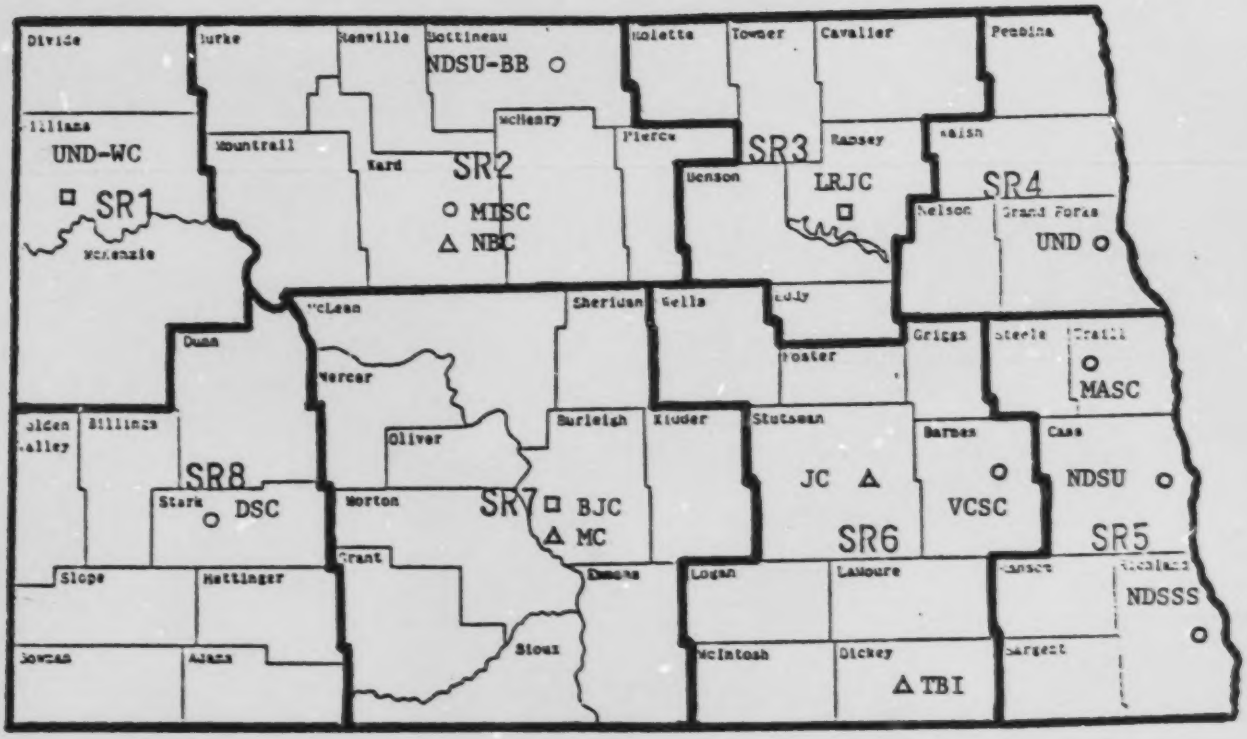
The school district junior colleges and educational centers, as noted earlier, are Bismarck Junior College (BJC), Lake Region Junior College (LRJC), and the University of North Dakota-Williston Center (UND-WC). Bismarck Junior College is located at Bismarck in Burleigh County; Lake Region Junior College is located at Devils Lake in Ramsey County; and UND-Williston Center is located at Williston in Williams County.

The state colleges and universities and their respective locations are: University of North Dakota (UND) at Grand Forks in Grand Forks County; North Dakota State University (NDSU) at Fargo in Cass County; Dickenson State College (DSC) at Dickenson in Stark County; Mayville State College (MASC) at Mayville in Traill County; Minot State College (MISC) at Minot in Ward County; Valley City State College (VCSC) at Valley City in Barnes County; North Dakota State School of Science (NDSSS) at Wahpeton in Richland County; NDSU-Bottineau Branch (NDSU-BB) at Bottineau in Bottineau County.

The private institutions of higher education and their respective locations are: Jamestown College (JC) at Jamestown in Stutsman County; Mary College (MC) at Bismarck in Burleigh County; Northwest Bible College (NBC) at Minot in Ward County; and Trinity Bible Institute (TBI) at Ellendale in Dickey County.

Exhibit 3

INSTITUTIONS OF HIGHER EDUCATION IN NORTH DAKOTA



Enrollments

Exhibits 4 through 9 provide detailed information about "fall headcount enrollments" at all but two of the institutions shown in Exhibit 3 for each of the years 1971 to 1977. The two institutions for which data are not shown are Northwest Bible College and Trinity Bible Institute.

Exhibits 4, 5, and 6 concentrate on total enrollments at each institution each year. Exhibits 7, 8, and 9 concentrate on enrollments at the freshman level only. Each set of tables shows the number of students enrolled at each institution, the percentage distribution of students among institutions, and changes from year to year using 1971 as the base.

These tables reveal (1) that a total of 3,477 students were enrolled in degree-credit programs at school district junior colleges and educational centers during the fall of 1977, (2) that these students represented 11.2 percent of all students enrolled in such programs at the various institutions for which data are shown, and (3) that the 1977 figure for the three institutions was 126.4 percent of the corresponding figure for 1971.

The tables also reveal (1) that 1,980 freshmen were enrolled in degree-credit programs at the school district junior colleges and educational centers during the fall of 1977, (2) that these students represented 17.5 percent of all freshmen enrolled at the various institutions for which data are shown, and (3) that the 1977 figure for the three institutions was 111.7 percent of the corresponding figure for 1971.

Exhibit 10 contains estimates of the number of high school graduates in North Dakota for the years 1975 to 1990. These estimates indicate that the number of graduates will decline 25 percent between 1979 and 1984 and another 10 percent between 1984 and 1990.

Exhibit 4

FALL HEADCOUNT ENROLLMENTS AT INSTITUTIONS
OF HIGHER EDUCATION IN NORTH DAKOTA,
BY INSTITUTION, 1971 TO 1977

Institution	1971	1972	1973	1974	1975	1976	1977
State Colleges & Universities:							
UND	8,395	8,282	8,274	8,171	8,632	8,863	9,363
NDSU	6,699	6,671	6,657	6,868	6,957	7,159	7,621
DSC	1,412	1,276	1,148	974	1,002	1,026	1,044
MASC	708	620	547	625	675	732	730
MISC	2,740	2,526	2,417	2,203	2,205	2,241	2,435
VCSC	1,189	1,111	972	846	861	870	1,016
NDSSS	3,047	3,073	3,114	3,118	3,068	3,167	3,266
NDSU--BB	529	538	547	541	562	609	640
Total	24,719	24,097	23,676	23,346	23,962	24,667	26,115
School District Junior Colleges:							
BJC	1,632	1,501	1,710	1,812	1,843	1,913	2,179
LRJC	638	616	607	596	650	628	681
UND--W	481	489	568	580	596	540	617
Total	2,751	2,606	2,885	2,988	3,089	3,081	3,477
Private Colleges:							
JC	535	515	491	487	509	574	580
MC	654	763	749	822	847	882	896
Total	1,189	1,278	1,240	1,309	1,356	1,456	1,476
All Institutions	28,659	27,981	27,801	27,643	28,407	29,204	31,068

SOURCE: Reports published by the North Dakota Higher Education Facilities Commission and the North Dakota Postsecondary Education Commission.

Exhibit 5

PERCENTAGE DISTRIBUTION OF FALL HEADCOUNT ENROLLMENTS AT INSTITUTIONS OF HIGHER EDUCATION IN NORTH DAKOTA, 1971 TO 1977

Institution	1971	1972	1973	1974	1975	1976	1977
State Colleges & Universities:							
UND	29.3	29.6	29.8	29.6	30.4	30.3	30.1
NDSU	23.4	23.8	23.9	24.8	24.5	24.5	24.5
DSC	4.9	4.6	4.1	3.5	3.5	3.5	3.4
MASC	2.5	2.2	2.0	2.3	2.4	2.5	2.3
MISC	9.6	9.0	8.7	8.0	7.8	7.7	7.8
VCSC	4.1	4.0	3.5	3.1	3.0	3.0	3.3
NDSSS	10.6	11.0	11.2	11.3	10.8	10.8	10.5
NDSU--BB	1.8	1.9	2.0	2.0	2.0	2.1	2.1
Total	86.3	86.1	85.2	84.5	84.4	84.5	84.1
School District Junior Colleges:							
BJC	5.7	5.4	6.2	6.6	6.5	6.6	7.0
LRJC	2.2	2.2	2.2	2.2	2.3	2.2	2.2
UND--W	1.7	1.7	2.0	2.1	2.1	1.8	2.0
Total	9.6	9.3	10.4	10.8	10.9	10.5	11.2
Private Colleges:							
JC	1.9	1.8	1.8	1.8	1.8	2.0	1.9
MC	2.3	2.7	2.7	3.0	3.0	3.0	2.9
Total	4.1	4.6	4.5	4.7	4.8	5.0	4.8
All Institutions	100.0	100.0	100.0	100.0	100.0	100.0	100.0

SOURCE: Based on data in Exhibit 4.

Exhibit 6

CHANGES IN FALL HEADCOUNT ENROLLMENTS AT INSTITUTIONS OF HIGHER EDUCATION IN NORTH DAKOTA, 1971 TO 1977 (1971=100.0)

Institution	1971	1972	1973	1974	1975	1976	1977
State Colleges & Universities:							
UND	100.0	98.7	98.6	97.3	102.8	105.6	111.5
NDSU	100.0	99.6	99.4	102.5	103.9	106.9	113.8
DSC	100.0	90.4	81.3	69.0	71.0	72.7	73.9
MASC	100.0	87.6	77.3	88.3	95.3	103.4	103.1
MISC	100.0	92.2	88.2	80.4	80.5	81.8	88.9
VCSC	100.0	93.4	81.7	71.2	72.4	73.2	85.4
NDSSS	100.0	100.9	102.2	102.3	100.7	103.9	107.2
NDSU--BB	100.0	101.7	103.4	102.3	106.2	115.1	121.0
Total	100.0	97.5	95.8	94.4	96.9	99.8	105.6
School District Junior Colleges:							
BJC	100.0	92.0	104.8	111.0	112.9	117.2	133.5
LRJC	100.0	96.6	95.1	93.4	101.9	98.4	106.7
UND--W	100.0	101.7	118.1	120.6	123.9	112.2	128.3
Total	100.0	94.7	104.9	108.6	112.3	112.0	126.4
Private Colleges:							
JC	100.0	96.3	91.8	91.0	95.1	107.3	108.4
MC	100.0	116.7	114.5	125.7	129.5	134.9	137.0
Total	100.0	107.5	104.3	110.1	114.0	122.5	124.1
All Institutions	100.0	97.6	97.0	96.5	99.1	101.9	108.4

SOURCE: Based on data in Exhibit 4.

Exhibit 7

FALL FRESHMAN HEADCOUNT ENROLLMENTS AT INSTITUTIONS
OF HIGHER EDUCATION IN NORTH DAKOTA
BY INSTITUTION, 1971 TO 1977

Institution	1971	1972	1973	1974	1975	1976	1977
State Colleges & Universities:							
UND	1,665	1,581	1,587	1,583	1,789	1,810	1,970
NDSU	1,854	1,632	1,540	1,662	1,781	1,936	1,961
DSC	428	408	409	375	447	477	502
MASC	153	169	134	233	240	300	257
MISC	964	770	725	713	766	811	1,270
VCSC	327	337	250	320	298	351	354
NDSSS	2,170	2,117	2,134	2,156	2,141	2,229	2,277
NDSU--BB	269	272	291	220	279	338	318
Total	7,830	7,286	7,070	7,262	7,741	8,252	8,909
School District Junior Colleges:							
BJC	1,081	889	847	1,030	1,048	1,126	1,169
LRJC	389	377	361	295	439	392	426
UND--W	303	307	379	336	349	314	385
Total	1,773	1,573	1,587	1,661	1,836	1,832	1,980
Private Colleges:							
JC	134	155	138	137	107	148	138
MC	163	222	194	198	234	226	271
Total	297	377	332	335	341	374	409
All Institutions	9,900	9,236	8,989	9,258	9,918	10,458	11,298

SOURCE: Reports published by the North Dakota Higher Education Facilities Commission and the North Dakota Postsecondary Education Commission.

Exhibit 8

PERCENTAGE DISTRIBUTION OF FALL FRESHMAN HEADCOUNT ENROLLMENTS AT INSTITUTIONS OF HIGHER EDUCATION IN NORTH DAKOTA BY INSTITUTION, 1971 TO 1977

Institution	1971	1972	1973	1974	1975	1976	1977
State Colleges & Universities:							
UND	16.8	17.1	17.7	17.1	18.0	17.3	17.4
NDSU	18.7	17.7	17.1	18.0	18.0	18.5	17.4
DSC	4.3	4.4	4.6	4.1	4.5	4.6	4.4
MASC	1.5	1.8	1.5	2.5	2.4	2.9	2.3
MISC	9.7	8.3	8.1	7.7	7.7	7.8	11.2
VCSC	3.3	3.6	2.8	3.5	3.0	3.4	3.1
NDSSS	21.9	22.9	23.7	23.3	21.6	21.3	20.2
NDSU--BB	2.7	2.9	3.2	2.4	2.8	3.2	2.8
Total	79.1	78.9	78.7	78.4	78.1	78.9	78.9
School District Junior Colleges:							
BJC	10.9	9.6	9.4	11.1	10.6	10.8	10.3
LRJC	3.9	4.1	4.0	3.2	4.4	3.7	3.8
UND--W	3.1	3.3	4.2	3.6	3.5	3.0	3.4
Total	17.9	17.0	17.7	17.9	18.5	17.5	17.5
Private Colleges:							
JC	1.4	1.7	1.5	1.5	1.1	1.4	1.2
MC	1.6	2.4	2.2	2.1	2.4	2.2	2.4
Total	3.0	4.1	3.7	3.6	3.4	3.6	3.6
All Institutions	100.0	100.0	100.0	100.0	100.0	100.0	100.0

SOURCE: Based on data in Exhibit 7.

Exhibit 9

CHANGES IN FALL FRESHMAN HEADCOUNT ENROLLMENTS AT INSTITUTIONS OF HIGHER EDUCATION IN NORTH DAKOTA BY INSTITUTION, 1971 TO 1977 (1971=100.0)

Institution	1971	1972	1973	1974	1975	1976	1977
State Colleges & Universities:							
UND	100.0	95.0	95.3	95.1	107.4	108.7	118.3
NDSU	100.0	88.0	83.1	90.0	96.1	104.4	105.8
DSC	100.0	95.3	95.6	87.6	104.4	111.4	117.8
MASC	100.0	110.5	87.6	152.3	156.9	196.1	168.0
MISC	100.0	79.9	75.2	74.0	79.5	84.1	131.7
VCSC	100.0	103.1	76.5	97.9	91.1	107.3	108.3
NDSSS	100.0	97.6	98.3	99.4	98.7	102.7	104.9
NDSU--BB	100.0	101.1	108.2	81.8	103.7	125.7	118.2
Total	100.0	93.1	90.3	92.7	98.9	105.4	113.8
School District Junior Colleges:							
BJC	100.0	82.2	78.4	95.3	96.9	104.2	108.1
LRJC	100.0	96.9	92.8	74.8	112.9	100.8	109.5
UND--W	100.0	101.3	125.1	110.9	115.2	103.6	127.1
Total	100.0	88.7	89.5	93.7	103.6	103.3	111.7
Private Colleges:							
JC	100.0	115.7	103.0	102.2	79.9	110.4	103.0
MC	100.0	136.2	119.0	121.5	143.6	138.6	166.3
Total	100.0	126.9	111.8	112.8	114.8	125.9	137.7
All Institutions	100.0	93.3	90.8	93.5	100.2	105.6	114.1

SOURCE: Based on data in Exhibit 7.

Exhibit 10

NUMBER OF HIGH SCHOOL GRADUATES
ACTUAL AND ESTIMATED, 1970 TO 1990

School Year Ending	High School Graduates*	Change From Prior Year	Index 1970=100.0
1970	11,608	387	100.0
1971	11,885	277	102.4
1972	11,318	- 567	97.5
1973	11,330	12	97.6
1974	11,727	397	101.0
1975	11,737	10	101.1
1976	11,683	- 54	100.6
1977	11,998	315	103.4
1978	11,544	- 454	99.4
1979	11,605	61	100.0
1980	11,145	- 460	96.0
1981	10,853	- 292	93.5
1982	10,141	- 712	87.4
1983	9,339	- 802	80.5
1984	8,709	- 630	75.0
1985	8,279	- 430	71.3
1986	7,939	- 340	68.4
1987	8,054	115	69.4
1988	8,206	152	70.7
1989	7,726	- 480	66.6
1990	7,553	- 173	65.1

*Actual 1970 to 1974; Estimated 1975 to 1990

SOURCE: T. Harry McKinney, Fred F. Harcleroad, and S. V. Martorana, Postsecondary Education in North Dakota: An Agenda for Future Planning (Bismarck: North Dakota Postsecondary Education Commission, September, 1977), p.32; based on data presented in Thomas K. Ostenson, Fall Enrollment Projections, 1976-1980, North Dakota Institutions of Higher Education (Fargo: North Dakota State University, October, 1976), p.3.

State Agencies

At least three state agencies in North Dakota have responsibilities related to postsecondary education. One is the State Board of Higher Education. Another is the State Board of Public School Education, which also serves as the State Board of Vocational Education. The third is the North Dakota Postsecondary Education Commission.

The State Board of Higher Education (SBHE) was created in 1938 by an amendment to the state constitution for "control and administration of" specified state educational institutions and "such other state institutions of higher education as may be established" (North Dakota Century Code, Section 15-10-01).

It has 'full authority over the institutions under its control with the right to prescribe, limit, or modify the courses offered at the several institutions." It also has authority "to organize or reorganize, within constitutional and statutory limitations, the work of each institution under its control, and to do everything necessary and proper for the efficient and economical administration thereof" (North Dakota Century Code, Section 15-10-11).

The Board consists of seven members appointed by the Governor with the consent of the Senate. The term of office is seven years, with one new member appointed each year. Each member is chosen from a list of three names selected by unanimous action of the President of the North Dakota Educational Association, the Chief Justice of the Supreme Court, and the Superintendent of Public Instruction (North Dakota Century Code, Section 15-10-02).

The State Board of Public School Education (SBPSE) is a statutory body with specified powers related to the public schools of North Dakota (North Dakota Century Code, Section 15-21-19).

It also serves as the State Board of Vocational Education (SBVE) and is therefore responsible for planning and administration of vocational education programs at both secondary and postsecondary levels (North Dakota Century Code, Chapter 15-20.1). Furthermore, in its role as the State Board of Vocational Education, it has specified powers and duties related to the establishment of and compliance with minimum standards and criteria for all postsecondary educational institutions other than those for which exemptions are provided in the law (North Dakota Century Code, Chapter 15-20.4).

The board has seven members -- the Superintendent of Public Instruction and one qualified elector from each of the six judicial districts within the state. Each person representing a judicial district is appointed by the Governor with the consent of the Senate from a list of three names selected by a committee consisting of the President of the North Dakota State's Attorneys Association, the President of the North Dakota School Administrators Association, and the President of the North Dakota School Boards' Association. The appointive members serve terms of six years, with two members appointed on June 30 of each even-numbered year (North Dakota Century Code, Section 15-21-17).

The Postsecondary Education Commission is a statutory body created in 1977 for the purpose of coordinating (1) comprehensive planning related to all postsecondary educational resources as specified in the 1972 amendments to the Higher Education Act of 1965 and (2) any other federal programs affecting postsecondary education that the Governor might designate (North Dakota Century Code, Chapter 15-20.3).

The commission includes all seven members of the State Board of Higher Education, all seven members of the State Board of Vocational Education, and three additional members appointed by the Governor with the consent of the

Senate. One of the appointed members must represent "the governing boards of the junior colleges"; another must represent "the governing boards of the private four-year colleges"; and the third must represent "the governing boards of the proprietary institutions." The appointed members serve three-year terms staggered so that one new member is appointed each year.

III. LEGISLATIVE HISTORY

The two school district junior colleges and one educational center upon which this report is focused are the result of permissive and supportive legislation dating back to 1931. This section provides an historical summary of major changes in that legislation from 1931 through 1977.

S.L. 1931, Ch. 246

This act allowed the "board of education" of any special school district in any city having a population of more than ten thousand to establish and maintain a department of junior college work to consist of not more than two years of work beyond a four-year high school course if the board was authorized to do so by a two-thirds vote of the people in that district. The act also provided for supervision of these "junior colleges" by the State Board of Administration, which was required to prepare and publish standards for the colleges, provide for their inspection, and recommend courses for accreditation. The act provided further that the local school board should determine the rate of tuition, if any, to be paid by all students, regardless of whether they were residents of the district.

S.L. 1941, Ch. 256

This act amended and re-enacted Ch. 246 of the Session Laws of 1931 by reducing the population requirement from ten thousand to five thousand. The act also transfered responsibility for supervision of school district junior colleges to the State Board of Higher Education and required the local board to establish a rate of tuition that would defray all expenses to the district related to junior college work.

R.C. 1943, Ch. 15-18

This code divided previous legislation into four sections with the following headings:

15-1801. Junior Colleges Authorized.

15-1802. Election to Establish Junior College

15-1803. Tuition in Junior Colleges; Duty of Board of Education; Maintenance of Department.

15-1804. Supervision of Junior Colleges.

S.L. 1949, Ch. 133

This act amended and reenacted Section 15-1803 to allow the board of education of any special school district maintaining a junior college to charge tuition at a different rate for non-resident students. The act also allowed such a district to levy a tax of not more than eight mills for maintenance and operation of the college if approved by a majority of voters in the district.

S.L. 1957, Ch. 127

This act amended and reenacted Section 15-1804 in two important ways. First, it required the State Board of Higher Education to prepare and publish standards for "trade courses" if these were offered by junior colleges. Second, it provided that the Board of County Commissioners of any county in which a junior college had been established, or any county adjacent to that county, to levy a tax of not more than five mills to aid the school district that established the college.

S.L. 1959, Ch. 150

This act created and enacted Sections 15-1807 to 15-1809 of the Revised Code of 1943.

Section 15-1807 authorized state aid in the amount of $200 for every student who met certain requirements in terms of enrollment and attendance during two semesters or three quarters of the previous year.

Section 15-1308 restricted eligibility for state aid to junior colleges that maintained enrollments of not less than 100 students throughout the year and met academic standards prescribed by the State Board of Higher Education, with the added provision that the State Board of Higher Education would provide for an annual inspection of each college to determine compliance with such standards.

Section 15-1809 outlined the method of payment for state aid, including provisions requiring institutions to provide certain kinds of information to the Commissioner of Higher Education.

S.L. 1961, Ch. 142

This act authorized any school district having a junior college to sell tax-exempt bonds in an amount not to exceed $1,500,000 for the purpose of constructing revenue-producing dormitories. It provided further that the bonds would have to be retired solely from such revenues and would never become a general obligation of the school district or the state.

S.L. 1961, Ch. 154

This act created and enacted Sections 15-18-04.1 and 15-18-04.2 of the North Dakota Century Code.

Section 15-18-04.1 provided that the "school board" of any school district including a city having a population of more than 7,500 according to the latest federal census, could enter into an agreement with a state-supported institution of higher education for the establishment and maintenance of an off-campus educational center offering college or university level courses if approved by the State Board of Higher Education.

Section 15-18-04.2 allowed the school board of such a district to levy a tax of not more than eight mills for the purpose of maintaining and operating an educational center if approved by 60 percent of the voters.

S.L. 1961, Ch. 155

This act amended and reenacted Sections 15-1805 to 15-1809 of the North Dakota Century Code so that earlier provisions related to junior colleges only would apply to educational centers as well.

S.L. 1963, Ch. 143

This act amended Section 15-18-07 of the NDCC relating to state aid for junior colleges and educational centers by increasing the amount of aid for each student from $200 to $300 if the school district, city, or county in which the college or center was located had levied taxes of not less than four mills for the support of that college or center.

S.L. 1965, Ch. 125

This act amended and reenacted Sections 15-18-04, 15-18-07, 15-18-08, and 15-18-09 of the North Dakota Century Code.

Section 15-18-04 was amended so the State Board of Higher Education was given responsibility for supervision of "academic courses" and the State Board for Vocational Education was given responsibility for supervision of "trade courses."

Sections 15-18-07, 15-18-08, and 15-18-09 were amended so that provisions related to state aid, standards for state aid, and methods of payment would be consistent with the division of responsibility for supervision of courses required in Section 15-18-04.

S.L. 1965, Ch. 126

This act amended and reenacted Section 15-18-07 by increasing the amount of state aid for each student from $300 to $350. It also provided for payments on a pro rata basis if funds appropriated for that purpose were insufficient.

S.L. 1967, Ch. 126

This act amended and reenacted Section 15-18-07 by increasing the amount of state aid for each student from $350 to $400.

S.L. 1967, Ch. 127

This act authorized the school board of any public school district maintaining a junior college to appoint a board of control to direct the management and operation of that college. It also gave the school board the right to approve, amend, or deny any decision made by the board of control.

S.L. 1969, Ch. 160

This act amended and reenacted Sections 15-18-07 and 15-18-08 of the North Dakota Century Code so that state aid was limited to junior colleges or educational centers eligible to receive such aid on July 1, 1969. It also amended Section 15-18-07 by increasing the amount of aid for each student from $400 to $450.

S.L. 1971, Ch. 168

This act amended and reenacted Sections 15-18-03, 15-18-04.1, and 15-55-18 of the North Dakota Century Code.

Sections 15-18-03 and 15-18-04.1 were amended so that junior colleges and educational centers could use tuition and fee revenue to retire bonds issued in accordance with Section 15-55-18.

Section 15-15-18 was amended so that junior colleges and educational centers would be authorized to issue and sell tax exempt bonds "for the purpose of constructing buildings, adding to or repairing or renovating existing buildings, furnishing or equipping these buildings, or operating and maintaining these buildings for its junior college or off-campus educational center students." This section was also amended so the ceiling on issuance and sale of such bonds would be $2,500,000 rather than $1,000,000.

S.L. 1971, Ch. 169

This act amended Sections 15-18-07 and 15-18-09 of the North Dakota Century Code.

Section 15-18-07 was amended by increasing the amount of state aid for each student from $400 to $450.

Section 15-18-09 was amended so the deadline for the dean or chief administrative officer of each junior college or educational center to submit certain information to the Commissioner of Higher Education would be July 1 rather than July 15.

S.L. 1973, Ch. 139

This act amended and reenacted Section 15-18-03 of the North Dakota Century Code by giving the school board of any public school district maintaining a

junior college authority "to adopt rules and regulations for classifying students as residents or nonresidents of the district for tuition purposes."

S.L. 1973, Ch. 140

This act amended and reenacted Sections 15-18-07 and 15-18-08 of the North Dakota Century Code.

Section 15-18-07 was amended by increasing the amount of state aid for each student from $450 to $550.

Section 15-18-08 was amended by substituting the word "vocational" for the word "trade" in referring to standards to be prescribed by the State Board of Vocational Education.

S.L. 1975, Ch. 138

This act amended and reenacted Section 15-18-07 of the North Dakota Century Code by changing the formula for state aid.

The new formula called for payments of eighteen dollars and fifty-nine cents per calendar week for every "full-time" or "full-time equivalent" student in attendance at a junior college or educational center meeting prescribed standards and eligibility requirements. A full-time student was defined as "a person enrolled and in attendance, exclusive of temporary absences, in a junior college or educational center operated by a state-supported institution of higher education carrying a course of study of not less than twelve class hours during each calendar week in academic courses meeting standards prescribed by the state board of higher education, or in vocational courses prescribed by the state board for vocational education." The number of full-time-equivalent students was to be calculated by dividing "the total class hours of all students in attendance, exclusive of temporary absences, who are enrolled in less than twelve class hours" by twelve.

The definition of a class hour remained the same as in previous legislation, as did the provision for pro rata payments when appropriated funds might be insufficient for full payment of specified amounts.

A new provision called for payments to be made on a fiscal year basis, with the fiscal year being "the period from July first of one calendar year through June thirtieth of the following calendar year."

S.L. 1975, Ch. 139

This act amended and reenacted Section 15-18-08 of the North Dakota Century Code in three ways.

First, it omited the provision requiring a junior college or educational center to maintain an enrollment of not less than one hundred students at all times during all semesters or quarters for which payment might be made.

Second, it required every school district maintaining a junior college or educational center to submit a proposed institutional budget annually to the State Board of Public School Education.

Third, it required the State Board of Public School Education to review these proposed budgets, with the staff of the State Board of Vocational Education providing professional and clerical assistance as needed.

S.L. 1975, Ch. 140

This act amended and reenacted Section 15-18-09 of the North Dakota Century Code by giving the State Board of Public School Education responsibility for receiving, considering, and certifying claims for state aid, with the staff of the State Board of Vocational Education providing professional and clerical assistance as needed.

S.L. 1975, Ch. 174

This act amended and reenacted Section 15-55-18 of the North Dakota Century Code relating to the issuance of revenue bonds by substituting the words "in an amount limited to the cost of" for the words "for the purpose of" in referring to the types of expenditures to be made from the proceeds.

S.L. 1977, Ch. 156

This act amended Section 15-18-08 of the North Dakota Century Code by adding the following wording related to institutional budgets and audit information: "Two copies of each proposed biennial institutional budget, in the same format as prescribed by the office of the budget for the colleges and universities under the state board of higher education, shall also be submitted to the office of the legislative council for the information of the appropriations committees of the legislature. In addition, each school district maintaining a junior college or education center shall at least biennially provide the legislative audit and fiscal review committee with an official audit of their expenditures and activities."

Current Legislation

A copy of Chapters 15-18 of the North Dakota Century Code, as amended through 1971, is attached as Appendix B . A copy of amendments to this legislation from 1971 through 1977 is attached as Appendix C .

IV. INSTITUTIONAL DEVELOPMENT

This section provides historical information about the two school district junior colleges and one educational center that have been developed as a result of the legislation described in Section III.

Some of the most important characteristics of governance at each institution are outlined in Exhibit 11. The appropriations process as it relates to all three institutions is illustrated in Exhibit 12.

Bismarck Junior College

This institution was established in 1939 as a department of junior college work in the Bismarck School District. Classes were held at Bismarck High School until 1955, when the college was moved to a new building on the Capitol grounds. After six years in that building, the college was moved again to its present location at Schafer Heights on the northwest edge of the city.

Exhibits 13 to 21 provide detailed information about the growth of the college during the past 20 years. Exhibit 13 shows dates when programs were implemented. Exhibit 14 shows the cost of land, buildings, and improvements. Exhibit 15 shows the counties from which students have come during the last six years. Exhibit 16 shows the number of students enrolled in the various areas of specialization during the fall of 1977. Exhibit 17 provides a chronological view of state aid for each of the years 1959-60 to 1977-78, or every year since state aid has been authorized. Exhibits 18 to 21 provide an analysis of general fund revenues and expenditures for each of the last ten years.

Some of the characteristics of Bismarck Junior College revealed in these exhibits are as follows:

1. BJC offers the following programs at this time in addition to its academic programs: Office Education; Auto Mechanics; Auto Body Repair;

Exhibit 11

GOVERNANCE OF SCHOOL DISTRICT JUNIOR COLLEGES IN NORTH DAKOTA

1. Bismarck Junior College

   a. Operates as part of the Bismarck School District

   b. Governed by the Bismarck School Board

   c. President reports directly to the Bismarck School Board

   d. Assisted in developmental activities by Bismarck College Corporation

2. Lake Region Junior College

   a. Operates as part of the Devils Lake School District

   b. Governed by a Board of Trustees appointed by and responsible to the Devils Lake School Board

   c. President reports directly to the Board of Trustees

   d. Assisted in developmental activities by the Community College Corporation of Devils Lake

3. UND-Williston

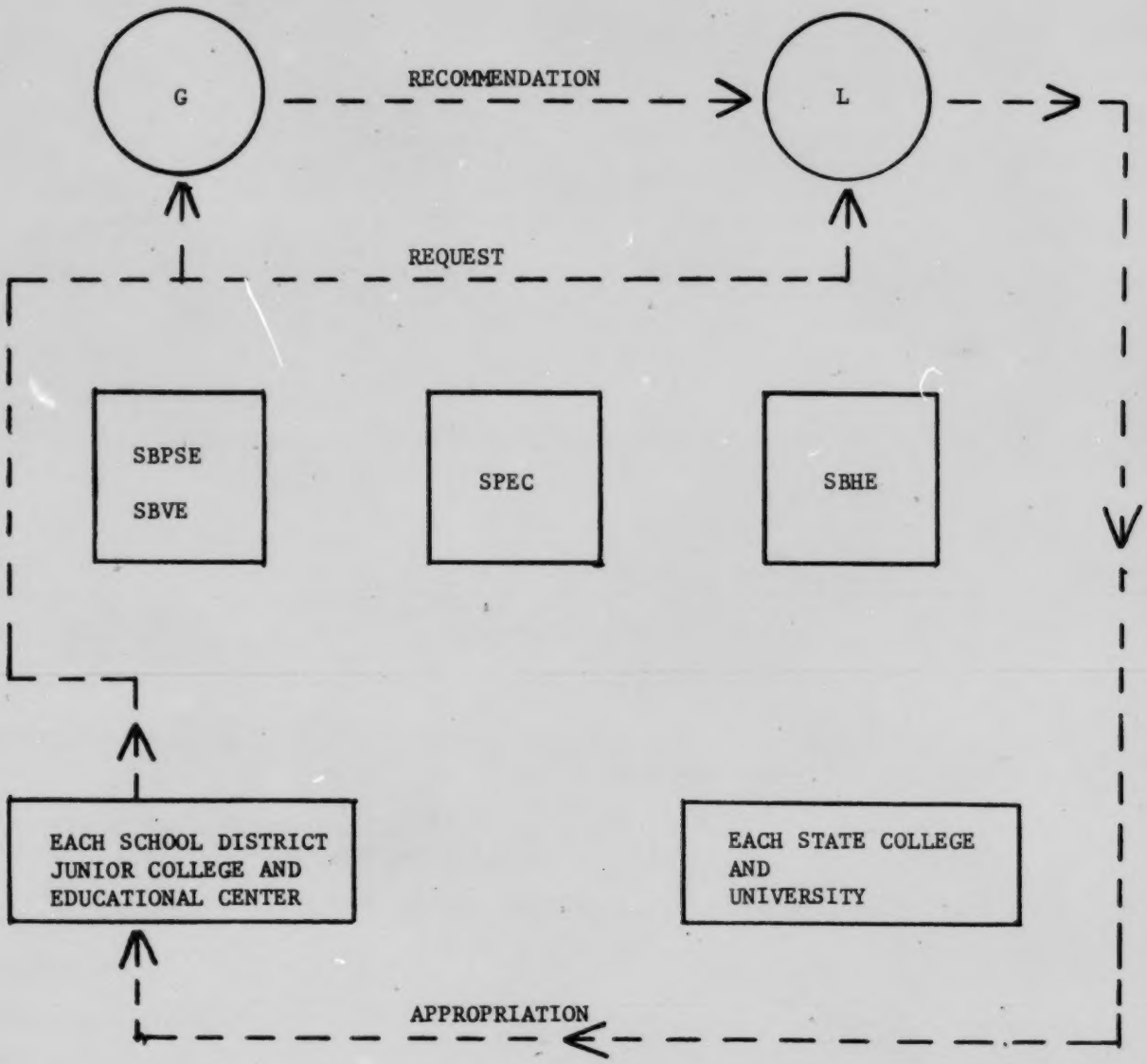
   a. Operates under a memorandum of agreement between the University of North Dakota and the Williston School District

   b. Dean reports directly to the President of the University

   c. Assisted in developmental activities by the University Foundation at Williston

Exhibit 12

APPROPRIATIONS PROCESS IN NORTH DAKOTA AS IT RELATES TO SCHOOL DISTRICT JUNIOR COLLEGES AND EDUCATIONAL CENTERS



CODE: G--Governor; L--Legislature; SBPSE--State Board for Public School Education; SBVE--State Board of Vocational Education; SPEC--State Postsecondary Education Commission; SBHE--State Board of Higher Education.

Exhibit 13

PROGRAM IMPLEMENTATION DATES AT BISMARCK JUNIOR COLLEGE

Date	Program
1939	Academic Programs Office Education
1966	Small Engine Repair (MDTA until Aug., 1967) Auto Mechanics (MDTA) Auto Body Repair (MDTA) TV & Radio Repair (MDTA) (changed to Electronics) Appliance Repair (MDTA) (changed to A/C, Htg. & Refrig.)
1967	Air Cond., Htg. & Refrig. (formerly Appliance Repair) Welding (was part of MDTA - Auto Mech., Auto Mech., Auto Body, Small Engines, 2/66)
1968	Lineman Electrical Mid Management
1969	Agriculture Data Processing Commercial Art (Advertising Art)
1972	Orthopedic Assistant (discontinued 1974) Key Punch (later part of Office Ed.) Clerical Cluster Electronics (formerly TV & Radio Repair)
1973	Hotel, Motel Restaurant Management
1974	Cook Chef (discontinued 1975)
1976	Residential Carpentry Power Plant Technology
1978	Mining Careers Center: Industrial Electrican, Mine Trainee, Mine Machinery Mechanic Medical Lab Technician Small Business Management

Source: Information provided by the President of Bismarck Junior College

Exhibit 14

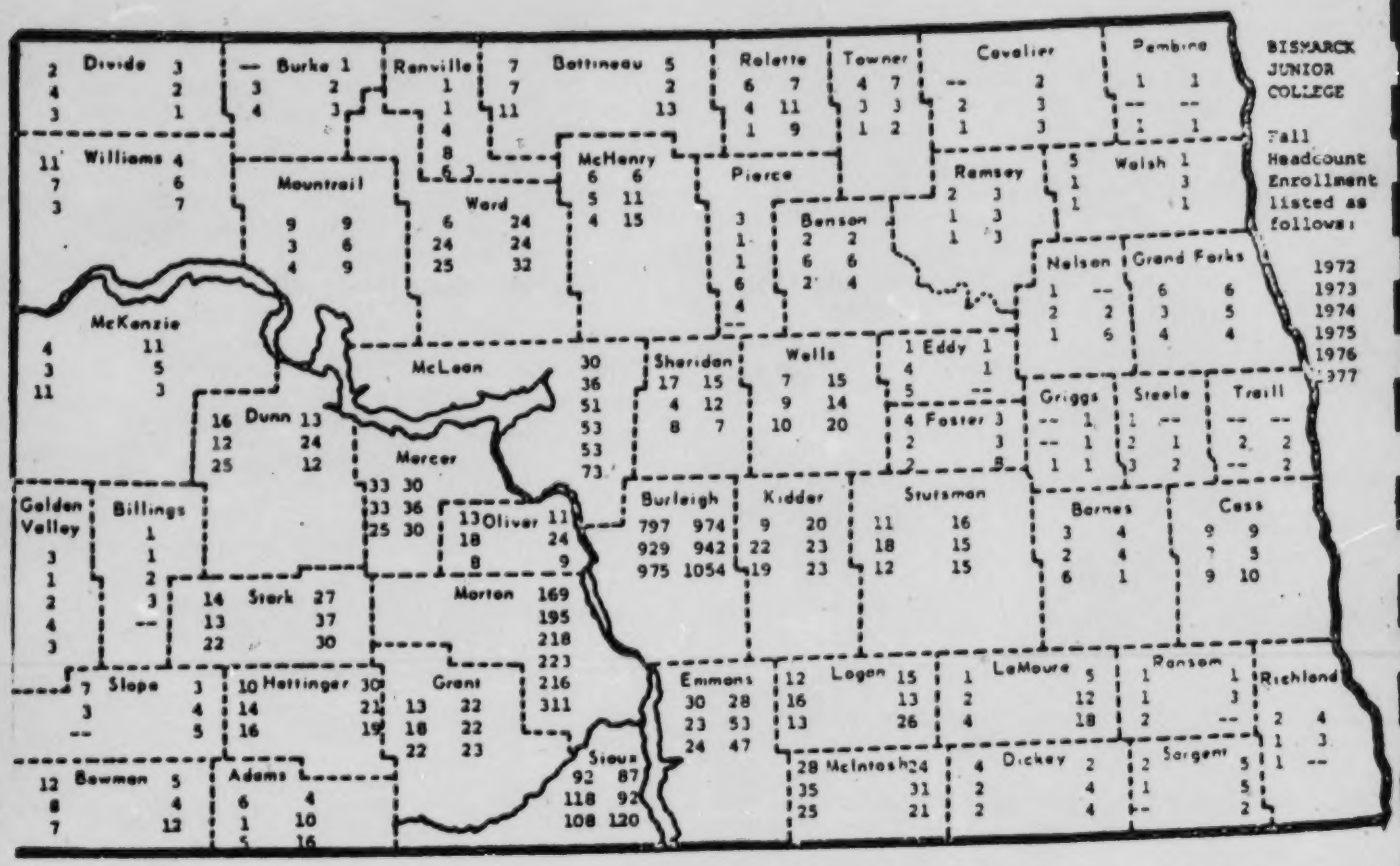
COST OF LAND, BUILDINGS, AND IMPROVEMENTS AT BISMARCK JUNIOR COLLEGE

Date of Purchase or Completion	Description	Cost	Source of Funds
1955	General purpose building	$361,422	8-mill levy ($286,422) Contributions ($75,000)
1959	Land for new campus	-0-	Donation by Mr. Harold Schafer
1961	Construction of College Drive	-0-	Contributed services of City of Bismarck, Bismarck Park District, Burleigh County
1961	Main building on new campus	858,971	Proceeds of sale of old building and general operating funds
1964	Rue Fine Arts addition to main building	62,746	Donation by Mr. and Mrs. Milton Rue
1965	Combination dormitory	661,766	Self-liquidating bonds
1968	New library	548,493	Federal funds ($208,275) College Building Fund ($340,218)
1969	Main building remodeled	48,443	Federal funds ($25,956) General operating funds ($22,487)
1972	Women's residence hall	576,363	Self-liquidating bonds
1974	Student Union	899,328	Self-liquidating bonds
1974	Vocational technical building	1,684,000	Bismarck School District
1975	Men's residence hall remodeled with space for Business Education and Art departments	86,161	General operating funds
1978	First phase of Bowl Development	55,000	Donated by friends of the college

SOURCE: Information provided by the President of Bismarck Junior College

Exhibit 15

FALL HEADCOUNT ENROLLMENTS AT BISMARCK JUNIOR COLLEGE,
BY COUNTY OF RESIDENCE, 1972 TO 1977



SOURCE: Richard L. Davison. Fall 1977 Enrollments, North Dakota Institutions of Higher Education. Bismarck: North Dakota Postsecondary Education Commission, January 1978, p. 24.

Exhibit 16

HEADCOUNT OF MAJORS IN ONE-YEAR AND TWO-YEAR PROGRAMS
AT BISMARCK JUNIOR COLLEGE, BY MAJOR, FALL 1977

Major	Number	Percent
General -- No Major	546	25.0
Life Sciences	134	6.1
M.C.P.E. Sciences	82	3.8
Behavioral Sciences	187	8.6
Humanities	30	1.4
Professions	337	15.5
Miscellaneous	36	1.7
Vocational-Technical	828	38.0
Total	2,180	100.0

SOURCE: Richard L. Davison. Fall 1977 Headcount Enrollments, North Dakota Institutions of Higher Education. Bismarck: North Dakota Post-secondary Education Commission, pp. 36-41.

Exhibit 17

STATE AID AT BISMARCK JUNIOR COLLEGE FOR EACH FISCAL YEAR
FROM 1959-60 TO 1977-78

Fiscal Year Payment Received	State Aid per FT or FTE Student	Number of FT or FTE Students for Prior Year	Total State Aid
1959-60	$ 200	503	$ 70,794
61	200	609	70,428
62	200	632	79,472
63	200	660	90,994
64	300	644	148,450
65	300	831	148,475
66	350	922	206,879
67	350	981	251,786
68	450	971	350,395
69	450	1,107	285,415
1969-70	450	1,138	389,250
71	450	1,097	406,490
72	500	1,196	484,344
73	500	1,391	498,527
74	550	1,551	542,985
75	550	1,624	565,425
76	*	1,808	869,310
77	*	2,270	941,167
78	*	2,362	1,039,125

* weekly formula

SOURCE: Data provided by President of Bismarck Junior College

Exhibit 18

GENERAL FUND REVENUES AT BISMARCK JUNIOR COLLEGE, BY SOURCE OF REVENUE, 1968-69 TO 1977-78

Fiscal Year	Tuition and Fees[1]	Local Taxes	State Aid per Formula	Aid from SBVE	Federal	Other[2]	Total
1968-69	$266,158	$165,000	$ 285,415	$107,218	$67,220	$ 10,217	$ 901,228
1969-70	307,194	231,659	389,250	156,868	32,212	14,771	1,131,954
1970-71	368,161	248,625	406,490	262,774	24,187	27,687	1,337,924
1971-72	397,555	286,971	484,344	154,974	24,731	46,107	1,394,682
1972-73	401,777	287,558	498,527	206,332	36,836	88,703	1,519,733
1973-74	477,412	306,920	542,985	255,020	41,356	120,980	1,744,673
1974-75	608,898	324,344	565,425	260,818	53,352	83,525	1,896,362
1975-76	679,093	345,037	869,310	228,166	43,236	104,803	2,269,645
1976-77	852,898	368,042	941,167	316,212	34,748	114,227	2,627,294
1977-78	902,021	381,070	1,039,125	371,843	40,320	121,402	2,855,781

[1] Excludes Student Service Fees
[2] Excludes Non-recurring revenues

SOURCE: Data provided by President of Bismarck Junior College

Exhibit 19

PERCENTAGE DISTRIBUTION OF GENERAL FUND REVENUES AT BISMARCK JUNIOR COLLEGE, BY SOURCE OF REVENUE, 1968-69 TO 1977-78

Fiscal Year	Tuition and Fees	Local Taxes	State Aid per Formula	Aid from SBVE	Federal	Other	Total
1968-69	29.5	18.3	31.7	11.9	7.5	1.1	100.0
1969-70	27.1	20.5	34.4	13.9	2.8	1.3	100.0
1970-71	27.5	18.6	30.4	19.6	1.8	2.1	100.0
1971-72	28.5	20.6	34.7	11.1	1.8	3.3	100.0
1972-73	26.4	18.9	32.8	13.6	2.5	5.8	100.0
1973-74	27.4	17.6	31.1	14.6	2.4	6.9	100.0
1974-75	32.1	17.1	29.8	13.8	2.8	4.4	100.0
1975-76	29.9	15.2	38.3	10.1	1.9	4.6	100.0
1976-77	32.8	14.0	35.8	12.0	1.3	4.1	100.0
1977-78	31.6	13.3	36.4	13.0	1.4	4.3	100.0

SOURCE: Based on data in Exhibit 18

Exhibit 20

GENERAL FUND EXPENDITURES AT BISMARCK JUNIOR COLLEGE, BY TYPE OF EXPENDITURE, 1968-69 TO 1977-78

Fiscal Year	Instruction	Administration	Operation of Plant	Maintenance of Plant	Fixed Charges	Capital Outlay	Other	Total
1968-69	$ 610,497	$ 90,870	$ 70,873	$ 9,958	$ 49,872	$122,016	$19,973	$ 974,059
1969-70	722,446	111,948	69,961	10,045	69,074	101,853	17,056	1,102,383
1970-71	834,790	123,414	78,982	11,600	84,998	106,292	16,630	1,256,706
1971-72	886,798	144,154	88,740	15,972	107,929	68,111	19,998	1,331,432
1972-73	993,437	181,026	98,537	12,709	128,387	63,146	19,234	1,496,476
1973-74	1,116,263	181,542	106,162	14,048	149,524	141,628	25,920	1,735,087
1974-75	1,197,604	193,893	132,904	16,182	163,152	207,181	25,527	1,936,443
1975-76	1,379,373	248,659	166,347	27,028	213,380	108,824	26,018	2,169,630
1976-77	1,549,889	268,406	198,109	27,542	236,982	114,352	34,461	2,429,740
1977-78	1,764,221	333,059	220,378	40,775	344,514	166,496	32,040	2,901,483

SOURCE: Data provided by President of Bismarck Junior College

Exhibit 21

PERCENTAGE DISTRIBUTION OF GENERAL FUND EXPENDITURES AT BISMARCK JUNIOR COLLEGE, BY TYPE OF EXPENDITURE, 1968-69 TO 1977-78

Fiscal Year	Instruction	Administration	Operation of Plant	Maintenance of Plant	Fixed Charges	Capital Outlay	Other	Total
1968-69	62.7	9.3	7.3	1.0	5.1	12.5	2.0	100.0
1969-70	65.5	10.1	6.3	0.9	6.3	9.2	1.5	100.0
1970-71	66.4	9.8	6.3	0.9	6.8	8.5	1.3	100.0
1971-72	66.6	10.8	6.7	1.2	8.1	5.1	1.5	100.0
1972-73	66.4	12.0	6.6	0.8	8.6	4.2	1.3	100.0
1973-74	64.3	10.5	6.1	0.8	8.6	8.2	1.5	100.0
1974-75	61.8	10.0	6.9	0.8	8.4	10.7	1.3	100.0
1975-76	63.6	11.5	7.7	1.2	9.8	5.0	1.2	100.0
1976-77	63.8	11.0	8.1	1.1	9.7	4.7	1.4	100.0
1977-78	60.8	11.5	7.6	1.4	11.9	5.7	1.1	100.0

SOURCE: Based on data in Exhibit 20

Electronics; Air Conditioning, Heating, and Refrigeration; Welding; Lineman Electrical; Mid Management; Agriculture; Data Processing; Commercial Art; Clerical Cluster; Hotel, Motel, and Restaurant Management; Residential Carpentry; Power Plant Technology; Industrial Electrician; Mine Trainee; Mine Machinery Mechanic; Medical Lab Technician; and Small Business Management.

2. BJC has benefitted substantially from donations by private citizens in the development of its campus and educational facilities. It has also relied heavily on general operating funds along with funds from other sources in the construction of buildings.
3. BJC gets most of its students from Burleigh County, but it also serves substantial numbers of students from surrounding counties, particularly Morton County and Sioux County.
4. Approximately 38 percent of all the students with majors in one-year and two-year programs at BJC in the fall of 1977 were enrolled in vocational-technical programs.
5. State aid at BJC has increased from $70,794 in 1959-60 to $1,039,125 in 1977-78.
6. General fund revenues at BJC in 1977-78 amounted to $2,855,781.
7. The percentage distribution of general fund revenues at BJC in 1977-78 was as follows: Tuition and Fees, 31.6 percent; Local Taxes, 13.3 percent; State Aid per Formula, 36.4 percent; Aid from SBVE, 13.0 percent; Federal, 1.4 percent; and Other, 4.3 percent.
8. General fund expenditures at BJC in 1977-78 amounted to $2,901,483.
9. The percentage distribution of general fund expenditures at BJC in 1977-78 was as follows: Instruction, 60.8 percent; Administration,

11.5 percent; Operation of Plant, 7.6 percent; Maintenance of Plant, 1.4 percent; Fixed Charges, 11.9 percent; Capital Outlay, 5.7 percent; and Other, 1.1 percent.

Lake Region Junior College

This institution was established in 1941 as a department of junior college work in the Devils Lake School District. It was known at that time as Devils Lake Junior College and Business School. The name was changed to Lake Region Junior College in 1963 and the institution was moved to its present location in 1967.

Exhibits 22 through 30 provide detailed information similar to that provided for Bismarck Junior College. Some of the characteristics of Lake Region Junior College revealed in these exhibits are as follows:

1. LRJC offers the following programs at this time in addition to its academic programs: Business Education; Practical Nursing; Agriculture; Drafting and Surveying; Store Management and Retailing; Auto Mechanics; Welding; Construction Technology; Architectural Drafting; Learning Center on the Devils Lake Sioux Reservation; Fashion Merchandising; and Diesel Mechanics.
2. LRJC has relied heavily on local taxpayers for funds to be used in the purchase of land and construction of buildings.
3. LRJC gets most of its students from Ramsey County, but it also serves substantial numbers of students from surrounding counties, particularly Benson County.
4. State Aid at LRJC has increased over the years from an estimated $22,000 in 1961-62 to $378,954 in 1977-78.

Exhibit 22

PROGRAM IMPLEMENTATION DATES FOR LAKE REGION JUNIOR COLLEGE

Date	Program
1941	Academic and Business Education
1959	Practical Nursing
1961	Agriculture
1963	Drafting and Surveying Store Management and Retailing Cooking and Food Services (discontinued in 1969)
1964	Auto Mechanics Farm Mechanics (discontinued in 1966)
1966	Welding Designated as area vocational - technical school
1967	Construction Technology Mobile High School Vocational Labs (discontinued in 1972)
1968	Architectural Drafting Learning Center on Devils Lake Sioux Reservation Recreational Technology (discontinued in 1978)
1970	Practical Nursing - Belcourt (discontinued in 1978)
1972	Fashion Merchandising
1976	Diesel Mechanics Small Business Program (discontinued in 1978)

SOURCE: Information provided by the President of Lake Region Junior College

Exhibit 23

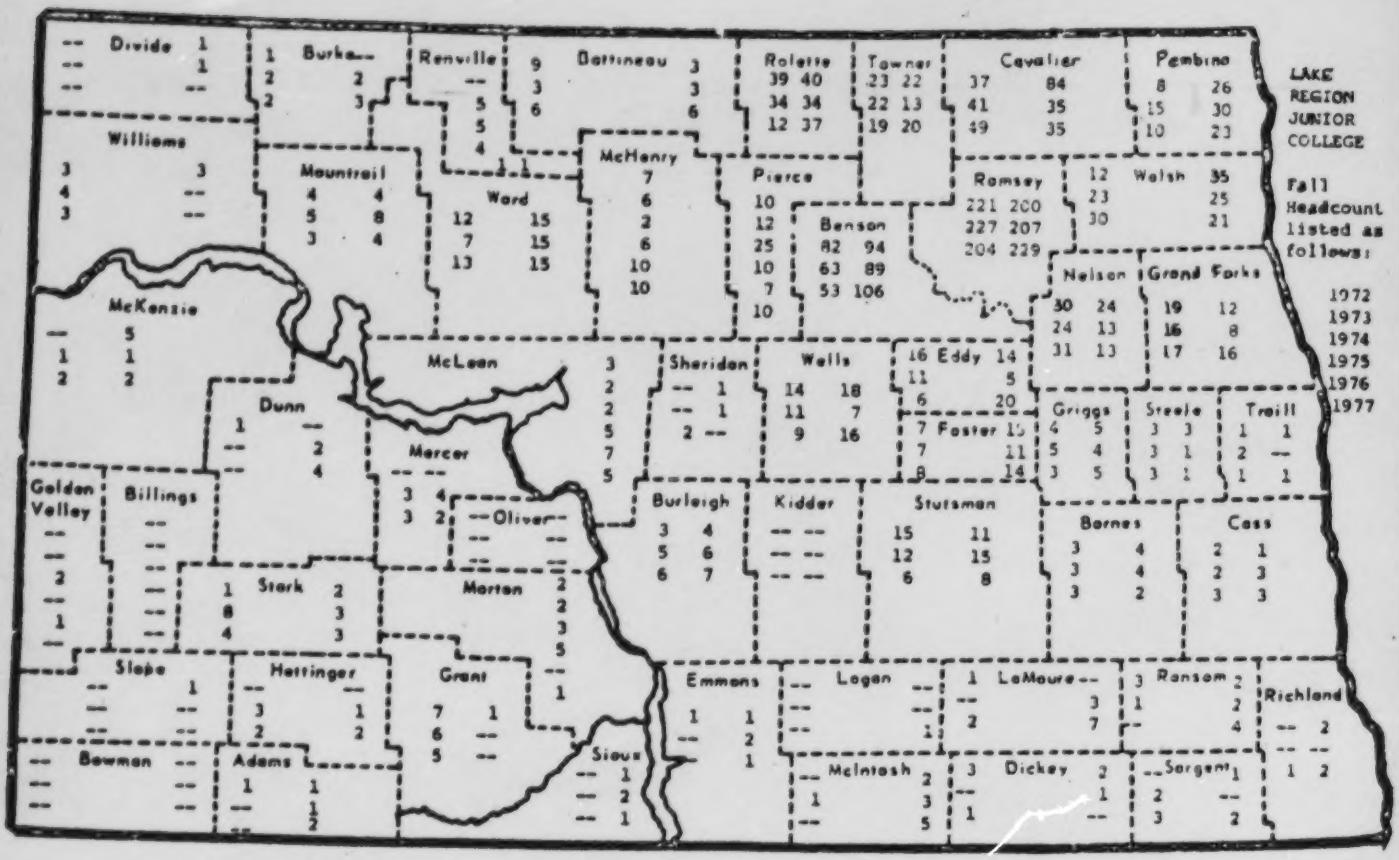
COST OF LAND, BUILDINGS, AND IMPROVEMENTS AT LAKE REGION JUNIOR COLLEGE

Date of Purchase or Completion	Description	Cost	Source of Funds	
1961	Land for campus	$ 10,000	Local taxes	
1966	General purpose building	917,000	Local taxes	375,000
			Federal/HEFA	450,000
			Revenue bonds	24,000
			Fund drive	92,000
1966	Student center, men's dormitory, and women's dormitory	600,000	Revenue bonds	
1968	Vocational building	650,000	Local taxes	250,000
			Federal/VEA	400,000
1968	Men's dormitory and women's dormitory	400,000	Revenue bonds	
1972	Paving and storage facilities	50,000	Revenue bonds	
1972	Co-educational dormitory and married students units	1,250,000	Federal/HUD insured loan	
1974	Land for campus	10,000	Local taxes	
1974	Operating, equipment, and interim monies	225,000	Revenue bonds	
1977	Diesel building	240,000	MIDA bonds	
1978	Equipment, landscaping, paving, and interim monies	90,000	Revenue bonds	

SOURCE: Information provided by the President of Lake Region Junior College

Exhibit 24

FALL HEADCOUNT ENROLLMENTS AT LAKE REGION JUNIOR COLLEGE,
BY COUNTY OF RESIDENCE, 1972 TO 1977



SOURCE: Richard L. Davison. Fall 1977 Enrollments, North Dakota Institutions of Higher Education. Bismarck: North Dakota Postsecondary Education Commission, January 1978, p. 25.

Exhibit 25

HEADCOUNT OF MAJORS IN ONE-YEAR AND TWO-YEAR PROGRAMS
AT LAKE REGION JUNIOR COLLEGE, BY MAJOR, FALL 1977

Major	Number	Percent
General -- No Major	218	32.0
Life Sciences	-	-
M.C.P.E. Sciences	-	-
Behavioral Sciences	-	-
Humanities	-	-
Professions	27	4.0
Miscellaneous	-	-
Vocational-Technical	436	64.0
Total	681	100.0

SOURCE: Richard L. Davison. Fall 1977 Headcount Enrollments, North Dakota Institutions of Higher Education. Bismarck: North Dakota Post-secondary Education Commission, pp. 36-41.

Exhibit 26

STATE AID AT LAKE REGION JUNIOR COLLEGE FOR EACH FISCAL YEAR FROM 1959-60 TO 1977-78

Fiscal Year Payment Received	State Aid per FT or FTE Student	Number of FT or FTE Students for Prior Year	Total State Aid
1959-60	$ 200	35	$ 0
61	200	82	0
62	200	110	22,000[a]
63	200	135	26,981
64	300	120	36,100
65	300	178	53,545
66	350	241	72,412
67	350	262	91,583
68	450	452	158,188
69	450	490	166,492[b]
1969-70	450	519	233,588
71	450	521	234,511
72	500	571	285,706
73	500	542	270,874
74	550	552	303,492
75	550	563	309,415
76	*	669	406,759
77	*	632	422,722
78	*	577	378,954

* weekly formula

[a]Estimated
[b]Appropriated short $31,974

SOURCE: Data obtained from President of Lake Region Junior College

Exhibit 27

GENERAL FUND REVENUES AT LAKE REGION JUNIOR COLLEGE, BY SOURCE OF REVENUE, 1968-69 TO 1977-78

Fiscal Year	Tuition and Fees	Local Taxes	State Aid per Formula	Aid from SBVE	Federal	Other	Total
1968-69	$158,568	$41,610	$166,492	$ 95,105	$ 21,276	$ 25,855	$ 508,906
1969-70	196,087	40,118	233,588	64,028	17,174	39,265	590,260
1970-71	228,568	48,615	234,511	113,655	20,663	39,730	685,742
1971-72	227,938	50,887	285,706	123,379	41,622	47,938	777,470
1972-73	247,263	52,300	270,874	135,240	84,705	89,559	879,941
1973-74	243,786	56,271	303,492	154,787	72,830	170,051	1,001,217
1974-75	269,245	57,052	309,415	164,909	102,908	308,890	1,212,419
1975-76	331,280	59,580	406,759	203,125	107,022	60,132	1,167,898
1976-77	315,313	58,325	422,722	238,556	81,602	65,888	1,182,406
1977-78	361,996	62,491	378,954	298,208	90,125	103,996	1,295,770

SOURCE: Data obtained from President of Lake Region Junior College

Exhibit 28

PERCENTAGE DISTRIBUTION OF GENERAL FUND REVENUES AT LAKE REGION JUNIOR COLLEGE, BY SOURCE OF REVENUE, 1968-69 TO 1977-78

Fiscal Year	Tuition and Fees	Local Taxes	State Aid per Formula	Aid from SBVE	Federal	Other	Total
1968-69	31.2	8.2	32.7	18.7	4.2	5.1	100.0
1969-70	33.2	6.8	39.6	10.8	2.9	6.7	100.0
1970-71	33.3	7.1	34.2	16.6	3.0	5.8	100.0
1971-72	29.3	6.5	36.7	15.9	5.4	6.2	100.0
1972-73	28.1	5.9	30.8	15.4	9.6	10.2	100.0
1973-74	24.3	5.6	30.3	15.5	7.3	17.0	100.0
1974-75	22.2	4.7	25.5	13.6	8.5	25.5	100.0
1975-76	28.4	5.1	34.8	17.4	9.2	5.1	100.0
1976-77	26.7	4.9	35.8	20.2	6.9	5.6	100.0
1977-78	27.9	4.8	29.2	23.0	7.0	8.0	100.0

SOURCE: Based on data in Exhibit 27

Exhibit 29

GENERAL FUND EXPENDITURES AT LAKE REGION JUNIOR COLLEGE, BY TYPE OF EXPENDITURE, 1968-69 TO 1977-78

Fiscal Year	Instruction	Administration	Operation of Plant	Fixed Charges	Capital Outlay & Debt Service	Other	Total
1968-69	$314,079	$ 50,613	$ 78,167	$ 17,253	$ 6,217	$ 4,788	$ 471,117
1969-70	365,846	57,253	93,668	10,558	7,505	16,454	551,284
1970-71	450,653	65,276	89,221	14,453	10,688	20,397	650,688
1971-72	516,164	75,071	83,826	29,810	17,292	18,940	741,103
1972-73	585,593	77,527	87,006	34,038	34,671	16,491	835,326
1973-74	669,606	87,197	99,187	36,516	38,935	24,777	956,218
1974-75	723,546	97,829	119,068	39,900	148,680	22,517	1,151,540
1975-76	780,682	79,118	129,761	42,678	92,539	20,046	1,144,824
1976-77	827,544	110,309	130,673	57,161	43,843	12,826	1,182,356
1977-78	843,820	131,888	161,768	97,739	41,600	17,177	1,293,992

SOURCE: Data provided by President of Lake Region Junior College

Exhibit 30

PERCENTAGE DISTRIBUTION OF GENERAL FUND EXPENDITURES AT LAKE REGION JUNIOR COLLEGE, BY TYPE OF EXPENDITURE, 1968-69 TO 1977-78

Fiscal Year	Instruction	Administration	Operation of Plant	Fixed Charges	Capital Outlay & Debt Service	Other	Total
1968-69	66.7	10.7	16.6	3.7	1.3	1.0	100.0
1969-70	66.4	10.4	17.0	1.9	1.4	3.0	100.0
1970-71	69.3	10.0	13.7	2.2	1.6	3.1	100.0
1971-72	69.6	10.1	11.3	4.0	2.3	2.6	100.0
1972-73	70.1	9.3	10.4	4.1	4.2	2.0	100.0
1973-74	70.0	9.1	10.4	3.8	4.1	2.6	100.0
1974-75	62.8	8.5	10.3	3.5	12.9	2.0	100.0
1975-76	68.2	6.9	11.3	3.7	8.1	1.8	100.0
1976-77	70.0	9.3	11.1	4.8	3.7	1.1	100.0
1977-78	65.2	10.2	12.5	7.6	3.2	1.3	100.0

SOURCE: Based on data in Exhibit 29

5. Sixty-four percent of all students with majors in one-year and two-year programs at LRJC in the fall of 1977 were enrolled in vocational-technical programs.
6. General fund revenues at LRJC amounted to $1,295,770 in 1977-78.
7. The percentage distribution of general fund revenues at LRJC in 1977-78 was as follows: Tuition and Fees, 27.9 percent; Local Taxes, 4.8 percent; State Aid per Formula, 29.2 percent; Aid from SBVE, 23.0 percent; Federal, 7.0 percent; and Other, 8.0 percent.
8. General fund expenditures at LRJC amounted to $1,293,992 in 1977-78.
9. The percentage distribution of general fund expenditures at LRJC in 1977-78 was as follows: Instruction, 65.2 percent; Administration, 10.2 percent; Operation of Plant, 12.5 percent; Fixed Charges, 7.6 percent; Capital Outlay and Debt Service, 3.2 percent; and Other, 1.3 percent.

UND-Williston Center

This institution was established in 1957 as an educational center affiliated with the University of North Dakota and classes were held in various buildings provided by the Williston School District. Ten years later, the center was moved to its present location a few blocks east of downtown Williston.

Exhibit 31 provides a copy of the memorandum of agreement between the University of North Dakota and the Williston School District under which the center is now operating. This agreement has six major provisions.

First, it provides that all activities and instructional programs at the center are the responsibility of "the State Board of Higher Education through the University of North Dakota."

Exhibit 31

COPY OF AMENDED MEMORANDUM OF AGREEMENT BETWEEN UNIVERSITY OF NORTH DAKOTA AND WILLISTON SCHOOL DISTRICT

Under the terms of this agreement, all activities and instructional programs at the Williston Center of the University of North Dakota shall be the responsibility of the State Board of Higher Education through the University of North Dakota. The Dean of the Williston Center shall have primary responsibility for such programs. He in turn will be responsible to the President of the University of North Dakota.

A budget committee consisting of:

(a) Dean of Williston Center
(b) Superintendent of Williston Schools
(c) The Vice President for Finance for the University of North Dakota
(d) The Vice President for Academic Affairs for the University of North Dakota
(e) The Comptroller of the University of North Dakota

shall be responsible for formulating the financial policies of the Center, approving budgets and making recommendations for the financing of Center operations.

The funds necessary for the operation of the Center shall be provided from funds under North Dakota Century Code 15-18-07, State Aid for Educational Centers, North Dakota Century Code 15-18-04.2-Mill levy for off-Campus educational facilities (4 mills-Williston School District #1), student fees and any other miscellaneous income paid directly to UND-Williston Center. The Williston School District will provide within the limit of funds available the building necessary for the operation of the Center.

This shall be a continuous agreement, subject to amendment by concurrent agreement of both parties, and subject to cancellation at the close of any academic year by either party on three years written notice to the other party to the agreement, provided such notice be given on or before June 30 of the year.

Dated this _____ day of _____ 1970.

For the University of North Dakota:

_____
George W. Starcher, President

For the Williston School District #1

_____
Jim Irgens, President

Second, it states that the Dean of the Center has "primary responsibility" for such programs and is responsible to the President of the University.

Third, it gives a budget committee consisting of the Dean, the Superintendent of Williston Schools, and three administrative officers of the University responsibility for formulating financial policies, approving budgets, and making recommendations for financing.

Fourth, it states that operating funds are to be provided from state aid, local millage, student fees, and miscellaneous income paid directly to the Center.

Fifth, it states that the Williston School District shall provide, within the limits of available funds, the building necessary for operation of the Center.

Sixth, it states that the agreement shall be continous, that it is subject to amendment by concurrent agreement of both parties, and that it is subject to cancellation by either party at the close of any academic year provided that notice to the other party is given prior to June 30 of that year.

Exhibits 32 through 40 provide detailed information about the Center in a format similar to that used for Bismarck Junior College and Lake Region Junior College. Some of the characteristics of the Center revealed in these exhibits are as follows:

1. UND-WC offers the following programs at this time in addition to its academic programs: Office Education; Distributive Education; Auto-Diesel Mechanics; Agri-Business; Practical Nursing; Architectural Drafting & Design; Interior Design; Cooperative Farm Management; Advertising Specialist; Bank Teller Management; Directed Studies Program; Building Construction; and Welding.
2. UND-WC has relied heavily on its University Foundation for the purchase of land and buildings used by the institution.

Exhibit 32

PROGRAM IMPLEMENTATION DATES FOR UND-WILLISTON CENTER

Date	Program
1957	Academic Programs
1961	Office Education
1964	Distributive Education
1969	Auto-Diesel Mechanics Agri-Business Practical Nursing
1970	Architectural Drafting & Design
1971	Interior Design
1973	Cooperative Farm Management Advertising Specialist Bank Teller & Management
1975	Directed Studies Program
1976	Building Construction
1977	Welding

SOURCE: Information provided by the Dean of UND-Williston Center

Exhibit 33

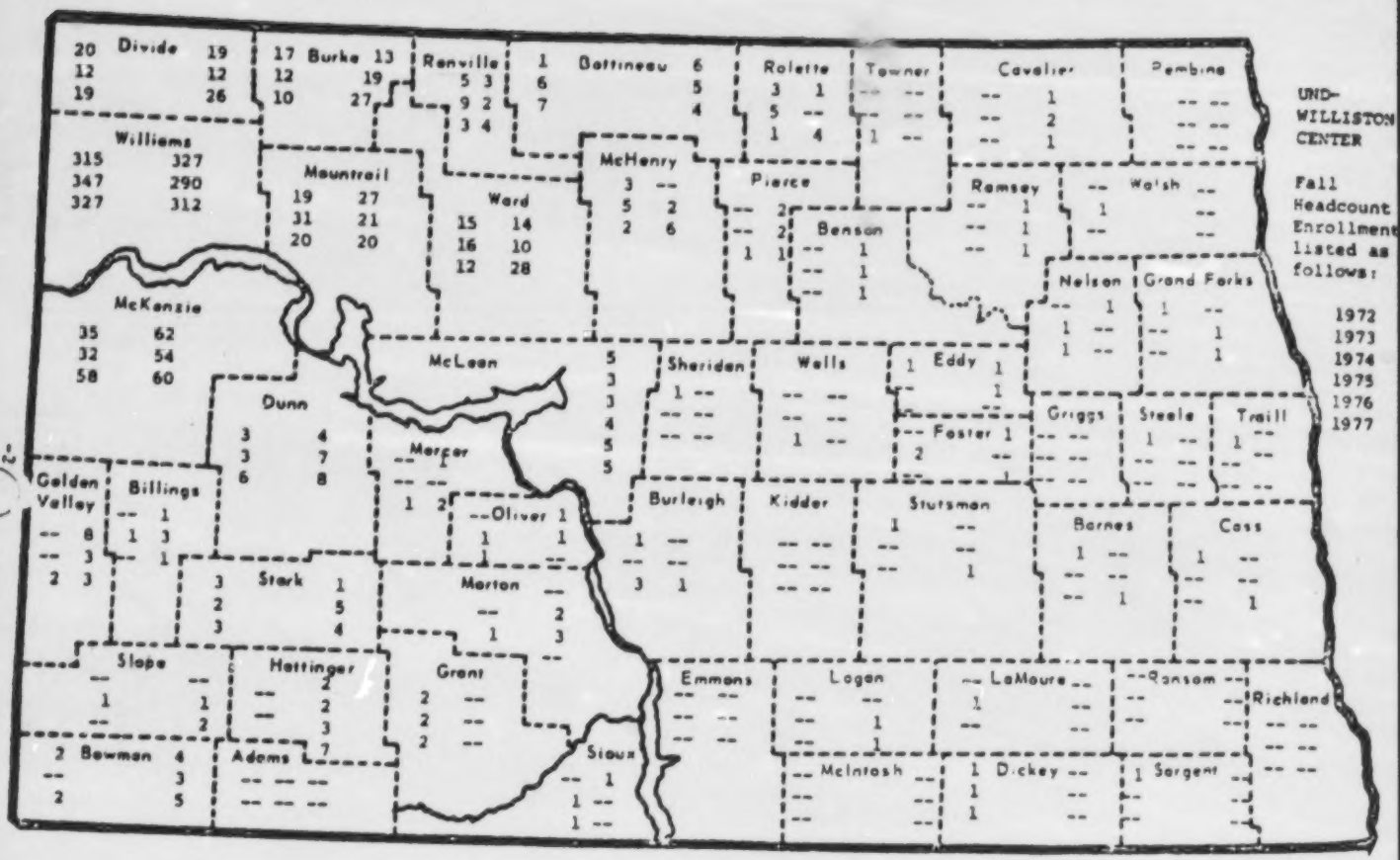
COST OF LAND, BUILDINGS, AND IMPROVEMENTS AT UND-WILLISTON CENTER

Date of Purchase or Completion	Description	Cost	Source of Funds
1965	80 acres campus purchased	$ 80,000	University Foundation
1966	Main building constructed	1,202,000	421,000 - HEA Title I 350,000 - School Dist. Bonds 431,000 - University Foundation
1971	Foundation Hall	178,990	University Foundation
1973	Addition to Foundation Hall	79,000	University Foundation
1975	Mom's House	135,000	University Foundation
1975	Student Center	520,931	School District
1976	Vocational Building #2	200,000	University Foundation
1976	Foundation Hall Purchased	257,990	School District Bonds

SOURCE: Information provided by Dean of UND-WILLISTON Center

Exhibit 34

FALL HEADCOUNT ENROLLMENTS AT UND-WILLISTON CENTER,
BY COUNTY OF RESIDENCE, 1972 TO 1977



SOURCE: Richard L. Davison. Fall 1977 Enrollments, North Dakota Institutions of Higher Education. Bismarck: North Dakota Postsecondary Education Commission, January, 1978, p. 26.

Exhibit 35

HEADCOUNT OF MAJORS IN ONE-YEAR AND TWO-YEAR PROGRAMS
AT UND-WILLISTON CENTER, BY MAJOR, FALL 1977

Major	Number	Percent
General or No Major	143	23.2
Life Sciences	34.5	5.6
M.C.P.E. Sciences	18.5	3.0
Behavioral Sciences	4	0.6
Humanities	7	1.1
Professions	56	9.1
Miscellaneous	-	-
Vocational-Technical	354	57.4
Total	617	100.0

SOURCE: Richard L. Davison. Fall 1977 Headcount Enrollments, North Dakota Institutions of Higher Education. Bismarck: North Dakota Post-secondary Education Commission, pp. 36-41.

Exhibit 36

STATE AID AT UND-WILLISTON CENTER FOR EACH FISCAL YEAR
FROM 1959-60 TO 1977-78

Fiscal Year Payment Received	State Aid per FT or FTE Student	Number of FT or FTE Students for Prior Year	Total State Aid
1959-60	$ 200	**	**
61	200	**	**
62	200	**	**
63	200	**	**
64	300	**	**
65	300	**	**
66	350	**	**
67	350	**	**
68	450	295.3	132,881
69	450	313.8	141,207
1969-70	450	368.9	166,010
71	450	431.8	215,898
72	500	427.7	213,844
73	500	428.3	235,614
74	550	487.8	268,368
75	550	557.9	352.613
76	*	546.4	345,359
77	*	508.9	331,175
78	*	575.8	338,400

* weekly formula ** not available at this time

SOURCE: Data provided by Dean of UND-Williston Center

Exhibit 37

GENERAL FUND REVENUES AT UND-WILLISTON CENTER, BY SOURCE OF REVENUE, 1968-69 TO 1977-78

Fiscal Year	Tuition and Fees	Local Taxes	State Aid per Formula	Aid from SBVE	Federal	Other	Total
1968-69	$117,120	$36,664	$141,207	$ 47,774	$ 5,047	$ 1,425	$ 349,237
1969-70	145,369	39,336	166,010	91,948	12,965	2,438	458,066
1970-71	205,769	38,846	215,898	166,267	26,770	1,658	655,208
1971-72	206,631	35,822	213,844	94,005	40,078	5,247	595,627
1972-73	211,584	39,023	235,614	85,272	33,287	3,596	608,376
1973-74	267,191	38,061	268,093	141,123	27,752	10,079	752,299
1974-75	288,650	36,234	352,613	179,132	13,169	14,096	883,894
1975-76	343,000	42,287	345,359	143,673	9,374	15,020	898,713
1976-77	332,504	44,371	331,175	200,390	10,703	36,290	955,433
1977-78	401,937	44,372	338,400	218,833	0	24,075	1,027,617

SOURCE: Data provided by Dean of UND-Williston Center

Exhibit 38

PERCENTAGE DISTRIBUTION OF GENERAL FUND REVENUES AT UND-WILLISTON CENTER, BY SOURCE OF REVENUE, 1968-69 TO 1977-78

Fiscal Year	Tuition and Fees	Local Taxes	State Aid per Formula	Aid from SBVE	Federal	Other	Total
1968-69	33.5	10.5	40.4	13.7	1.4	0.4	100.0
1969-70	31.7	8.6	36.2	20.1	2.8	0.5	100.0
1970-71	31.4	5.9	33.0	25.4	4.1	0.2	100.0
1971-72	34.7	6.0	35.9	15.8	6.7	0.8	100.0
1972-73	34.8	6.4	38.7	14.0	5.5	0.5	100.0
1973-74	35.5	5.0	35.6	18.8	3.7	1.3	100.0
1974-75	32.6	4.1	39.9	20.3	1.5	1.6	100.0
1975-76	38.2	4.7	38.4	16.0	1.0	1.7	100.0
1976-77	34.8	4.6	34.7	21.0	1.1	3.8	100.0
1977-78	39.1	4.3	32.9	21.3	0.0	2.3	100.0

SOURCE: Based on data in Exhibit 37

Exhibit 39

GENERAL FUND EXPENDITURES AT UND-WILLISTON CENTER, BY TYPE OF EXPENDITURE, 1968-69 TO 1977-78

Fiscal Year	Instruction	Administration	Library	Building & Ground	Federal Grants	Other Unrestricted	Total
1968-69	$237,998	$ 42,113	$18,755	$ 33,210	$ 5,047	$ 1,564	$338,687
1969-70	334,773	48,384	19,151	39,726	12,965	1,648	456,647
1970-71	482,469	59,375	18,266	51,466	26,770	2,650	640,996
1971-72	376,909	79,068	23,305	73,133	40,078	4,757	597,250
1972-73	425,328	71,950	10,918	51,841	33,287	2,025	595,349
1973-74	513,190	87,297	18,888	99,431	27,752	4,361	750,919
1974-75	628,403	99,033	17,094	120,808	13,169	4,995	883,502
1975-76	610,638	102,688	20,888	148,574	9,374	4,766	896,928
1976-77	613,762	111,523	16,922	184,460	10,703	4,702	942,072
1977-78	680,525	140,090	18,705	173,893	0	12,422	1,025,635

SOURCE: Data provided by Dean of UND-Williston Center

Exhibit 40

PERCENTAGE DISTRIBUTION OF GENERAL FUND EXPENDITURES AT UND-WILLISTON CENTER, BY TYPE OF EXPENDITURE, 1968-69 TO 1977-78

Fiscal Year	Instruc-tion	Admini-stration	Library	Building & Ground	Federal Grants	Other Unrestricted	Total
1968-69	70.3	12.4	5.5	9.8	1.5	0.5	100.0
1969-70	73.3	10.6	4.2	8.7	2.8	0.4	100.0
1970-71	75.3	9.3	2.8	8.0	4.2	0.4	100.0
1971-72	63.1	13.2	3.9	12.2	6.7	0.8	100.0
1972-73	71.4	12.1	1.8	8.7	5.6	0.3	100.0
1973-74	68.3	11.6	2.5	13.2	3.7	0.6	100.0
1974-75	71.1	11.2	1.9	13.7	1.5	0.6	100.0
1975-76	68.1	11.4	2.3	16.6	1.0	0.5	100.0
1976-77	65.2	11.8	1.8	19.6	1.1	0.4	100.0
1977-78	66.4	13.6	1.8	17.0	0.0	1.2	100.0

SOURCE: Based on data in Exhibit 39

3. UND-WC gets most of its students from Williams County, but it also serves at least 10 to 20 students each year from Divide, McKenzie, Burke, Montrail, and Ward Counties.
4. Approximately 57 percent of all students with majors in one-year and two-year programs at UND-WC in the fall of 1977 were enrolled in vocational-technical programs.
5. State aid at UND-WC amounted to $338,400 in 1977-78.
6. General fund revenues at UND-WC amounted to $1,027,617 in 1977-78.
7. The percentage distribution of general fund revenues at UND-WC in 1977-78 was as follows: Tuition and Fees, 39.1 percent; Local Taxes, 4.3 percent; State Aid per Formula, 32.9 percent; Aid from SBVE, 21.3 percent; Federal, 0.0 percent; and Other, 2.3 percent.
8. General fund expenditures at UND-WC in 1977-78 amounted to $1,025,635.
9. The percentage distribution of general fund expenditures at UND-WC in 1977-78 was as follows: Instruction, 66.4 percent; Administration, 13.6 percent; Library, 1.8 percent; Building and Ground, 17.0 percent; Federal Grants, 0.0 percent; and Other Unrestricted, 1.2 percent.

V. ALTERNATIVES FOR THE FUTURE

The proposal for this study stressed the need for identification of alternatives related to governance and financing of school district junior colleges and educational centers in North Dakota. This section responds to that need by referring to some of the most frequently used sources of information on these subjects and presenting alternatives reflected in structures and procedures of other states.

Definitions

To begin with, however, it is important to clarify the meaning of the term "governance" as it will be used here. This in turn requires a distinction between "governance" and "coordination" as the terms are used throughout the nation.

Governance may be defined broadly to include both external influences and internal relationships that affect the operation of an institution of higher education. For example, one authority has defined governance in relation to community and junior colleges in the following manner: "Governance is a comprehensive term to describe all aspects of the control and direction of the college, including the state constitution, statutes, state boards of education or higher education, local boards of control, the administration, and in some institutions, the faculty and the student body" (Monroe, 1976, p. 303).

Governance may also be viewed more narrowly in terms of the legal authority given to a group of people for direct control and operation of one or more institutions. In other words, governance may be viewed in relation to

responsibilities of a board of trustees or a board of control for a single institution. It may also be viewed in terms of responsibilities given to a state board for community colleges or a state board of higher education if two or more institutions are involved and each institution does not have a separate board.

A complicating factor, however, is the fact that some states have a state board for community colleges or a state board of higher education which is not directly responsible for control and operation of two or more institutions but which does have authority to establish or recommend statewide policies related to planning, programming, and budgeting at these institutions. An agency of this kind is generally referred to as a coordinating board rather than a governing board.

This distinction between governance and coordination is essential to an understanding of structures and procedures in other states. It also requires that the term "governance and coordination" be used in place of "governance" alone.

Governance and Coordination in Other States

One of the best sources of information about the various types of boards responsible for governance and coordination of community and junior colleges on a statewide basis is a report by James L. Wattenbarger and Melvyn Sakaguchi entitled State Level Boards for Community Junior Colleges: Patterns of Control and Coordination.

Published in 1971, this report divides such boards into four categories by type and three categories by operational role. The result is a matrix of twelve possibilities, as shown in Exhibit 41.

Exhibit 41

STATE-LEVEL BOARDS FOR COMMUNITY-JUNIOR COLLEGES IN 1970, BY TYPE OF BOARD, AND BY OPERATIONAL ROLE

Type of Board	Operational Role		
	Governing	Governing Coordinating	Coordinating
Boards Responsible for Community Junior Colleges Only	Connecticut Delaware Minnesota	Arizona Colorado Massachusetts Virginia Washington	California Illinois Maryland Mississippi Wyoming
Boards Responsible for All Public Institutions of Higher Education	Georgia Utah West Virginia		Arkansas New Jersey New Mexico Ohio Oklahoma South Carolina Texas Wisconsin
Boards of State University Systems	Hawaii	Alaska Kentucky Nevada New York	
Boards Responsible for All Public Educational Institutions	Louisiana Tennessee	Alabama Oregon	Florida Idaho Iowa Kansas Michigan Missouri Montana North Carolina Pennsylvania Rhode Island

SOURCE: James L. Wattenbarger and Melvyn Sakaguchi. State Level Boards for Community Junior Colleges: Patterns of Control and Coordination. Gainesville: University of Florida, 1971.

The four types of boards identified by Wattenbarger and Sakaguchi are (1) boards responsible for community and junior colleges only, (2) boards responsible for all public institutions of higher education, (3) boards of state university systems that include one or more community and junior colleges, and (4) boards responsible for all public educational institutions including elementary and secondary schools.

Operational roles are classified by Wattenbarger and Sakaguchi as (a) governing, (b) governing-coordinating, and (c) coordinating. A governing board is defined as one that is "legally charged with the direct control and operation of community junior colleges." A governing-coordinating board is defined as one that is "legally charged with responsibilities for governing and coordinating the activities of the colleges." A coordinating board is defined as one that is "legally charged with organizing, regulating, or otherwise bringing together over-all policies or functions in areas of planning, budgeting and programming (but) does not have the authority to govern."

It should be noted that seven states were excluded from this report. Two of them (Nebraska and North Dakota) were excluded because of "the somewhat limited operational role reported for the boards and the absence of detailed information." Five others (Indiana, Maine, New Hampshire, South Dakota, and Vermont) were excluded because public community and junior colleges had either not been established in those states at that time or were "locally controlled and not under the direct operational jurisdiction of a state level board."

Another and more comprehensive source of information about governance and coordination of institutions of higher education is a report prepared by J. L. Zwingle and Mabel E. Rogers entitled State Boards Responsible for Higher Education, 1970.

Published in 1972, this report contains a description of every board in every state that is "a legally constituted body having some direct responsibility for the government, coordination, or supervision of public higher educational institutions, including professional schools, universities, 4-year colleges, 2-year colleges, technical institutes, or related types of education beyond the high school." The report also presents a diagram for each state showing relationships among the various boards and the types of institutions responsible to them.

Five types of boards are identified in the report as being responsible for one or more institutions. They are listed in Exhibit 42 with their respective definitions.

These definitions are similar to but more precise than those used by Wattenbarger and Sakaguchi. One difference worth noting is the fact that Zwingle and Rogers make a distinction between a "governing board" and a "multicampus governing board." A governing board is defined as one that is legally responsible for direct control and operation of a single institutional unit. A multicampus governing board is defined as one that is legally responsible for direct control and operation of two or more institutional units.

These two reports are particularly important here because they reveal the diversity and complexity of state structures for governance and coordination of higher education.

Exhibit 42

TYPES OF STATE BOARDS RESPONSIBLE FOR HIGHER EDUCATION

Governing board.—A board that is legally charged with the direct control and operation of only a single institutional unit.

Multicampus governing board.—A board that is legally charged with the direct control and operation of a State university or college system or a particular institution that has more than one institutional unit in a State where a statewide agency carries the primary coordinating responsibility for these institutions. The distinguishing factor in this classification revolves around the board's legal responsibility: a multicampus governing board may have both governing and coordinating responsibilities but never on a statewide basis.

Governing-coordinating board.—A board having legal responsibility for functioning both as a coordinating board and a governing board for two or more separate institutions that offer programs with common elements, and located in a State where no separate statewide coordinating board exists.

Coordinating board.—A board that is legally responsible for organizing, regulating, supervising, evaluating, or otherwise bringing together the overall policies or functions (or both) in areas such as planning, budgeting, and programing, but does not have authority to govern institutions.

Other board.—A board having responsibility at the State level for supervising, accrediting, certifying, advising, or performing a similar function in relation to public higher education institutions, but does not have specific authority to govern these institutions or to coordinate their operations.

SOURCE: J.L. Zwingle and Mabel E. Rogers, State Boards Responsible for Higher Education, 1970. Washington: U.S. Government Printing Office, 1972, p. 5.

Basic Alternatives for North Dakota

Let us turn now to some basic alternatives that would seem to be most appropriate for governance and coordination of school district junior colleges and educational centers in North Dakota.

Some of these alternatives have been discussed at both state and institutional levels for at least 20 years (Hollis and Martorana, 1958, Ch. 10). Others perhaps have not. Exhibit 43 provides a list for easy reference.

The first alternative shown in Exhibit 43 would require no major changes in existing patterns of governance and coordination for the three institutions. Persons concerned about the need for better coordination would rely on the Postsecondary Education Commission for effective planning related to all postsecondary educational resources. Persons concerned about financing would rely on the appropriations process for equitable funding at the state level and the possibility of county levies as provided in Section 15-18-05 of the North Dakota Century Code for additional funding at the local level.

This alternative would be somewhat similar to the situation in Michigan where each of 29 community and junior colleges is governed by a local board, where state educational agencies have relatively little influence on program developments, and where major decisions about financing are made through the appropriations process.

One argument in favor of this alternative is that is would maintain the concept of local control through locally-elected boards at Bismarck Junior College and Lake Region Junior College. Three arguments against this alternative are (1) that it might not lead to the kind of coordination desired by some state officials, (2) that it might not lead to the kind of funding

Exhibit 43

BASIC ALTERNATIVES FOR GOVERNANCE AND COORDINATION OF SCHOOL DISTRICT JUNIOR COLLEGES AND EDUCATIONAL CENTERS IN NORTH DAKOTA

1. Make no major changes in existing patterns of governance and coordination for the three colleges. Rely on the Postsecondary Education Commission for effective planning related to all postsecondary educational resources. Rely on the appropriations process for equitable funding at the state level. Encourage county levies as provided in Section 15-18-05 of the North Dakota Century Code for additional funding at the state level. (Example: Michigan)

2. Amend existing legislation to encourage development of independent districts for these colleges that would include more than one school district, or one or more counties, and require establishment of separate governing boards representative of people in these districts. (Example: Michigan)

3. Amend the state constitution so all three colleges and one or more of the state colleges would become part of a statewide system of community colleges with institutional roles limited to regional configurations and a separate state board for community colleges to serve as a planning and coordinating body. (Example: Washington)

4. Convert all three colleges into branches of the University of North Dakota in a manner consistent with the wording of Section 15-11-02 of the North Dakota Century Code. (Example: Kentucky)

5. Prepare legislation that would place all three institutions under the State Board of Higher Education, with the latter serving as a coordinating board. (Example: Montana)

6. Prepare legislation that would place all three institutions under the State Board of Higher Education, with the latter serving as a governing board. (Example: West Virginia)

7. Prepare legislation that would place all three institutions under the State Board of Vocational Education, with the latter serving as a coordinating board. (Example: Wisconsin)

8. Prepare legislation that would place all three institutions under the State Board of Vocational Education, with the latter serving as a governing board.

9. Amend existing legislation so the Postsecondary Education Commission would be responsible for planning and coordination of programs offered at all three institutions.

10. Consider changes in patterns of governance and coordination for the three institutions only in relation to the need for broader changes that would involve all public institutions of higher education and all state agencies having responsibilities related to them.

desired by some institutional officials, and (3) that it ignores the need for community college services in other parts of the state.

The second alternative would call for amendments to existing legislation that would classify all three institutions as community colleges and encourage development of independent community college districts consisting of more than one school district or one or more counties.

This would also be similar to the situation in Michigan, and many other states, where junior colleges have become community colleges and independent districts have been created to provide financial support.

Three arguments in favor of this alternative are (1) that it would give legal recognition to the fact that all three institutions have become community colleges in terms of the programs they offer and the people they attempt to serve, (2) that it would expand the concept of local control to include UND-Williston Center, and (3) that it would provide a broader base for local taxes at each institution. Two arguments against this alternative are (1) that it might not be acceptable to voters in other school districts or counties, and (2) that it ignores the need for community college services in other parts of the state.

The third alternative would require amendments to both constitutional and statutory provisions so that all three institutions and one or more of the state colleges could become part of a statewide system of community colleges with institutional roles limited to regional configurations and a state board for community colleges to serve as a planning and coordinating body.

This would be similar to the situation in Washington where each of 27 community colleges has a local board of control and a State Board for Community College Education serves as a planning and coordinating body.

Three arguments in favor of this alternative are (1) that it would provide a system of community colleges throughout the state responsible for meeting educational needs on a regional basis, (2) that it would maintain the concept of local control at each institution, and (3) that it would provide a state agency responsible for planning and coordination of programs. Three arguments against this alternative are (1) that it would require constitutional amendments which might be difficult to obtain, (2) that it might not be acceptable to voters in the various regions to be served by some of these institutions, and (3) that it would require establishment of another agency in a state with a limited number of public institutions of higher education.

The fourth alternative would require conversion of the three institutions into branches of the University of North Dakota in a manner consistent with the wording of Section 15-11-02 of the North Dakota Century Code. This section reads as follows:

> 15-11-02. Colleges may be united with university. The state board of higher education, if it deems it expedient to do so, may unite with the state university, as a branch thereof, any college in the state, upon the application of the governing board of such college. When so united, the college shall become a branch of the university and shall be subject to the supervision and control of the state board of higher education.

This would be similar to the situation in Kentucky where the Board of Trustees of the University of Kentucky is responsible for administration of a community college system consisting of 13 institutions.

Three arguments in favor of this alternative are (1) that it would require no legislation of any kind, (2) that it would centralize administrative

responsibility for all three institutions, and (3) that it would indirectly place these institutions under the control of the State Board of Higher Education which could then coordinate developments at these institutions with corresponding developments at some of the state colleges so community college services could be offered on a statewide basis. Two arguments against this alternative are (1) that it would result in loss of local control at two of the institutions and (2) that it might result in less emphasis on vocational-technical programs at all three institutions.

A fifth alternative would require legislation placing all three institutions under the State Board of Higher Education, with the latter serving as a coordinating board. This would be somewhat similar to the situation in Montana where members of the State Board of Education as ex officio Regents of the Montana University System serve as a governing board for state colleges and universities and a coordinating board for community colleges.

Three arguments in favor of this alternative are (1) that it would expand the concept of local control to include all three institutions, (2) that it would give an existing agency responsibility for planning and coordination of programs at all three institutions, and (3) that it would make it possible for that agency to coordinate developments at these institutions with corresponding developments at some of the state colleges so community college services could be offered on a statewide basis. One argument against this alternative is that it might result in less emphasis on vocational-technical programs at all three institutions.

A sixth alternative would require legislation placing all three institutions under the control of the State Board of Higher Education, with the latter serving as a governing board. This would be similar to the situation in West

Virginia, where a Board of Regents serves as a governing body for all public institutions of higher education, including three community colleges and several community college components within other public institutions of higher education.

One argument in favor of this alternative is that all public institutions of higher education in North Dakota would be governed by one state agency which could then do whatever might be necessary to provide community college services on a statewide basis. Two arguments against it are (1) that it would result in loss of local control at the two school district junior colleges and (2) that it might result in less emphasis on vocational-technical programs at all three institutions.

The seventh alternative would require legislation placing all three institutions under the State Board of Vocational Education, with the latter serving as a coordinating body.

This would be somewhat similar to the situation in Wisconsin, where a State Board of Vocational, Technical, and Adult Education serves as a planning and coordinating body for a statewide system of community colleges and technical schools.

Three arguments in favor of this alternative are (1) that it would expand the concept of local control to include all three institutions, (2) that it would give an existing agency responsibility for planning and coordination of programs at all three institutions, and (3) that it would facilitate administration and supervision of vocational education programs at both secondary and postsecondary levels. One argument against this alternative is that responsibility for academic programs at public institutions of higher education would be divided between the State Board of Higher Education and the State Board of Vocational Education.

The eighth alternative would require legislation placing all three institutions under the State Board of Vocational Education, with the latter serving as a governing board.

There is apparently no state in which such a board has this much responsibility for community and junior colleges.

One argument in favor of this alternative is that it would centralize responsibility for control and operation of all three institutions. Two arguments against it are (1) that it would result in loss of local control at two of the institutions and 2) that it would result in division of responsibility for academic programs at public institutions of higher education between the State Board of Higher Education and the State Board of Vocational Education.

The ninth alternative would call for legislation giving the Postsecondary Education Commission responsibility for coordination of programs at the three institutions.

Two arguments in favor of this alternative are (1) that it would maintain the concept of local control at two of the institutions and (2) that it would rely on an existing agency including all members of the two boards having an interest in all three institutions. Two arguments against this alternative are (1) that it would result in a significant change in the responsibilities of the Postsecondary Education Commission and (2) that it would probably require a separate staff to be financed largely from state funds.

The tenth alternative would reflect a position that changes in patterns of governance and coordination for school district junior colleges and educational centers should be considered only in relation to the need for broader

changes involving all public institutions of higher education and all state agencies having responsibilities related to them.

One argument in favor of this alternative is that it would be consistent with the nature of statewide planning for postsecondary education which usually begins with fundamental considerations and then proceeds to specific issues. One argument against it is that it might take more time than the three institutions upon which this study focuses can afford.

Which of these alternatives should be chosen? This is something only people who live in North Dakota can decide. However, the following questions should be helpful in making that decision:

1. To what extent do the people of North Dakota favor the concept of a comprehensive community college, meaning a two-year institution that concentrates on meeting a wide variety of educational needs in a relatively small geographic area?

2. To what extent do the people of North Dakota favor local control as opposed to state control of public institutions of higher education?

3. To what extent do the people of North Dakota favor equality of access to postsecondary education based on the assumption that most people who need educational opportunities of this kind cannot afford to attend an institution that is beyond commuting distance?

Financing in Other States

Examination of recent studies related to financing of community and junior colleges throughout the nation reveals a wide range of alternatives in terms of funding sources and methods used to determine state appropriations.

One study, for example, presents detailed information about the relative importance of various funding sources for operating expenses and capital out-

lay in 42 states for the fiscal year 1967-68 (Arney, 1970). Percentage figures for operating expenses are shown in Exhibit 44.

The figures reveal, as one might suspect, that the three main sources of revenue for operating expenses are tuition and fees, local taxes, and state funds. The figures also reveal, however, significant variations in the relative importance of each source from state to state.

Another study conducted a few years later provides detailed information about procedures used in 43 states to determine state appropriations for operating expenses at community and junior colleges (Wattenbarger and Cage, 1974). As shown in Exhibit 45, most states were using formulas of one kind or another for this purpose. Differences among the formulas, however, led the authors to conclude that "there is little commonality in state funding of community colleges."

A third study, which is more theoretical, approaches the subject of community college finance by stressing the importance of specifying criteria to be used in determining which of several models might be most appropriate for a particular state at a particular time (Garms, 1977).

The author of this study lists nine criteria that might be used for this purpose and then tests several different models against these criteria. He also presents two "composite models" which he recommends for states choosing one or the other of two alternatives related to local funding. However, as he explains, it is his approach to making recommendations that is important, not the recommendations themselves (Garms, 1977, p. 98).

Exhibit 44

PERCENTAGE DISTRIBUTION OF REVENUES USED FOR OPERATING EXPENSES AT COMMUNITY AND JUNIOR COLLEGES THROUGHOUT THE UNITED STATES, BY SOURCE OF REVENUE AND BY STATE, FOR THE FISCAL YEAR 1967-68

State	Tuition and Fees	Local Taxes	State Funds	Federal Funds	Local Charge-Back Funds	Other Sources	Total
Alabama	18	-	59	21	-	2	100
Arizona	1	43	47	3	6	-	100
Arkansas	25	31	32	10	-	2	100
California	-	60	32	3	1	4	100
Colorado	15	31	40	2	-	12	100
Connecticut	20[a]	-	79	1	-	-	100
Delaware	-	-	100	-	-	-	100
Florida	24	11	59	5	-	1	100
Georgia[b]	25	-	69	4	-	2	100
Hawaii	2	-	75	23	-	-	100
Idaho	24	27	40	2	5	1	100
Illinois	12	47	31	2	6	2	100
Indiana	31	2	13	10	-	4	100
Iowa	14	17	55	12	-	2	100
Kansas	14	40	17	5	21	3	100
Kentucky	-	-	98	2	-	-	100
Louisiana	8	-	59	24	-	9	100
Maryland	25	47	21	6	1	-	100
Massachusetts	25[a]	-	71	4	-	-	100
Michigan	29	26	36	2	-	7	100
Minnesota	27	-	71	2	-	-	100
Mississippi	11	35	39	11	2	2	100
Missouri	17	37	31	5	-	10	100
Montana	17	20	59	4	-	-	100
Nebraska	33	35	26	-	-	6	100
Nevada	34	-	4	-	-	62	100
New Jersey	25	25	50	-	-	-	100
New Mexico	51	33	-	11	-	5	100
New York	21	38	32	2	5	2	100
North Carolina	8	11	79	2	-	-	100
North Dakota[c]	29	20	42	8	-	-	100
North Dakota[d]	33	-	67	-	-	-	100
Ohio	30	25	36	2	-	7	100
Oklahoma	32	4	59	-	-	5	100
Oregon	23	22	48	7	-	-	100

(continued)

Exhibit 44 (continued)

State	Tuition and Fees	Local Taxes	State Funds	Federal Funds	Local Charge-Back Funds	Other Sources	Total
Pennsylvania	31	31	31	7	-	-	100
Rhode Island	18	-	63	1	-	18	100
Tennessee	13	-	62	15	-	10	100
Texas	19	30	51	-	-	-	100
Utah	24	-	67	8	-	1	100
Virginia	11	-	79	10	-	-	100
Washington	13	-	76	11	-	-	100
Wyoming	17	43	31	4	-	5	100

[a]Student fees and tuition go into the state general fund from which total operating expenses are funded.
[b]Excludes one locally controlled college.
[c]For locally controlled colleges.
[d]For state controlled colleges.

SOURCE: Lawrence H. Arney. State Patterns of Financial Support for Community Colleges. Gainesville: Institute of Higher Education, University of Florida, February 1970, pp. 15-19.

Exhibit 45

STATE FUNDING PROCEDURES IN 1974

1. No formula -- Alaska, Idaho, Kentucky, Maine, Massachusetts, Utah, Vermont.
2. No formula but established bases -- Arkansas, Colorado, Connecticut, Delaware, New Mexico, Rhode Island, Virginia, Wyoming.
3. Formulas with no set amount -- Alabama, Mississippi, Montana, Nebraska, Wisconsin.
4. Formulas with set rates (Common dollar rate for all instructional areas) -- Georgia, Iowa, Kansas, Maryland, Missouri, New Jersey, North Dakota, Oklahoma, Oregon.
5. Formulas with set rates (Different rates for two or more areas of instruction) -- Arizona, California, Colorado, Illinois, Michigan, New York, Ohio.
6. Formulas with detailed methods -- Florida, Georgia, Hawaii, Louisiana, Nevada, North Carolina, Oklahoma, South Carolina, Texas, Washington.

SOURCE: James L. Wattenbarger and Bob N. Cage. More Money for More Opportunity: Financial Support of Community College Systems. San Francisco: Jossey-Bass Publishers, 1974, pp. 75-100.

Fundamental Questions for North Dakota

The wide range of alternatives reflected in these and other studies indicates that each state must decide for itself how it wants to finance community and junior colleges.

Some fundamental questions that need more attention in North Dakota are as follows:

1. What kinds of educational programs should these institutions offer?
2. How many people should they attempt to serve?
3. What resources are needed to provide programs of high quality?
4. How much will these resources cost?
5. How should costs be shared by students, local districts, and the state?
6. What procedures should be used to distribute available funds equitably among these and other public institutions of higher education?

Supplemental Statements

Statements prepared by the four associates who participated in this study provide additional information about alternatives related to governance and financing of school district junior colleges and educational centers in North Dakota.

Eugene Lehrman, Executive Director of the State Board for Vocational, Technical and Adult Education in Wisconsin, suggests "a decentralized system...operating under state policies established by expanding the State Board of Vocational Education...." He says Wisconsin has had a system of this kind since 1911, with all areas of the state included in postsecondary districts

and with legislation that spells out responsibilities of the University of Wisconsin System and the State Board for Vocational, Technical and Adult Education.

He then explains how a system of this kind could be established in North Dakota. Among other things, he would give the Postsecondary Education Commission responsibility for developing a plan that would place all areas of the state in community college districts. He would also expand membership on the State Board of Vocational Education to include "broader representation from employer groups, employee groups, consumers and farmers." He concludes with a list showing eight advantages of such a system.

Ben Morton, Chancellor of the Board of Regents in West Virginia, begins his statement by suggesting that the issues in North Dakota are "much broader" than those identified with the three institutions under consideration here and that it is tempting "to make a recommendation that a complete and sweeping study be made of all North Dakota's public higher education with an eye to restructuring educational delivery and to making it more in tune with the needs of the changing type of student."

Referring to the three institutions, he says that in his judgment state interests "are not well served with the degree of local initiative possible under current law" and that in the long run "a governmental structure of shared authority...may be the best model...." He also recommends that the formula for state funding should be abandoned and that the State Board of Higher Education should be responsible for making recommendations about appropriations.

Following these comments, Morton describes efforts to provide community college services on a statewide basis in West Virginia. He refers specifically

to the conversion of branches of other institutions into three free-standing community colleges, to the establishment of six community college components within some of the state colleges and universities, and to the ongoing transition of one state college into a community college. He concludes his statement by stressing the need for North Dakota "to take a careful look at its total higher education system toward the end of substantial reconfiguration" and indicating his belief that "the West Virginia model would strongly suggest direct state governance and budget control through the State Board of Higher Education."

John Mundt, Executive Director of the State Board for Community College Education in Washington, offers a statement divided into three parts.

Part I contains a description of the current situation in North Dakota as he sees it, with emphasis on developments at some of the state colleges and the complexity of 'reporting relationships' at the three "junior colleges." He predicts a total of eight community colleges in the state, including three of the state colleges, and says present institutional structures are inadequate to avoid unnecessary duplication.

Part II provides a summary of alternatives for "managing the future" followed by a proposal calling for establishment of a Sub-Commission of the Postsecondary Education Commission to serve as a coordinating body for two-year institutions. Functions and responsibilities of the Sub-Commission would be as follows: (1) development of a single budget for the system, (2) planning and program approval, (3) establishment and maintenance of an MIS system, (4) establishment of general policies governing two-year institutions, and (5) establishment of common statewide tuition and fees for junior college students.

Part III contains some brief comments about the need for new legislation and barriers to the development of a strong community college system. "Legislators and the public will probably be receptive to an emphasis on vocational-technical education", he concludes, "though advocates of modern community college education should strongly insist on comprehensiveness as well."

Herbert Hengst, Director of the Center for Studies in Higher Education at the University of Oklahoma, provides an overview of the Oklahoma State System of Higher Education as it relates to "junior/community colleges." He says the system provides "alternative patterns of governance for the fourteen public two-year colleges that fall within its coordination responsibilities, but the manner in which state resources are channeled into these institutions is essentially the same."

Referring to governance, he explains that the State Regents for Higher Education serve as a coordinating body with constitutional powers that afford "a significant measure of control." He says also that "the actual management of each institution is delegated to its own individual board."

Hengst then describes the process of state funding, indicating among other things that the two-year institutions have two main sources of income: (1) state appropriations and (2) tuition and fees. This is followed by a diagram showing the sequence of activities in the appropriations process.

VI. CONCLUSIONS AND RECOMMENDATIONS

Findings throughout this study lead to the following conclusions and recommendations about governance and financing of school district junior colleges and educational centers in North Dakota.

Conclusions

1. Bismarck Junior College and Lake Region Junior College are no longer "junior colleges" in the usual sense of that term. Both offer a variety of vocational-technical programs and both are engaged in continuing education and community service activities. As a result, they have all of the characteristics of institutions generally classified as "community colleges."

2. UND-Williston Center might also be classified as a community college in terms of objectives and course offerings. The main difference between it and the other two institutions is the fact that it is not governed by a local board.

3. It is at least questionable whether existing legislation related to educational centers affiliated with state-supported institutions of higher education should be continued. This has led to a situation at UND-Williston Center where this institution is under the control of the University of North Dakota but seems to operate more or less independently of that instiution in view of its location and the fact that it receives all of its funds from other sources.

4. All three institutions are having difficulty in obtaining what they consider to be adequate funds for current operations or capital outlay. Each is limited in its ability to obtain operating funds from local sources because of its identification with one school district. Each is also

dependent on the issuance of bonds for funds to be used in the purchase of land or construction of buildings.

5. There is clearly a desire on the part of legislators for coordination of activities at all three instiutions. This is reflected in numerous amendments to Chapter 15-18 of the North Dakota Century Code during the past few years.

6. One of the complicating factors in efforts to decide which agency should be chosen for this purpose is the fact that responsibility for post-secondary education in North Dakota has been divided between the State Board of Higher Education and the State Board of Vocational Education. The State Board of Higher Education has been given complete responsibility for control and administration of all state institutions of higher education that either now exist or might be established. The State Board of Vocational Education has been given responsibility for planning and administration of vocational education programs at both secondary and postsecondary levels and for establishment and maintenance of standards at all postsecondary institutions other than those for which specific exemptions are provided in the law.

7. There is a continuing need for an approach to comprehensive state-wide planning related to all postsecondary educational resources as described by McKinney, Harcleroad, and Martorana in a report prepared for the Commission about a year ago. Recommendations in that report are shown in Appendix D.

Recommendations

1. It is recommended that members of the Postsecondary Education Commission meet at their earliest convenience with the Commissioner of Higher Education, the State Director of Vocational Education, and chief administrative

officers of the three institutions to discuss the contents of this report and to initiate a continuing dialogue on matters related to it.

2. It is recommended that members of the Commission refer copies of this report to appropriate persons at both state and institutional levels with a request for comments that might be considered by the Commission before taking action on specific alternatives.

3. It is recommended that members of the Commission and other interested persons give serious consideration to the possible need for amendments to Chapter 15-18 of the North Dakota Century Code that would substitute the term "community college" for the term "junior college" throughout this legislation.

4. It is recommended that members of the Commission and other interested persons give serious consideration to the possible need for amendments to Chapter 15-18 of the North Dakota Century Code that would eliminate all provisions related to educational centers affiliated with state-supported institutions of higher education.

5. It is recommended that members of the Commission and other interested persons give serious consideration to three fundamental concepts closely related to decisions about governance and coordination of institutions of higher education, namely (1) the concept of a comprehensive community college, (2) the concept of local control, and (3) the concept of equality of access.

6. It is recommended that members of the Commission and other interested persons give serious consideration to the various alternatives described in this report for the purpose of reaching agreement on procedures for governance and financing of the three institutions that would seem to be most appropriate for North Dakota at this time.

7. It is recommended that members of the Commission give additional

consideration to the need for comprehensive statewide planning related to all postsecondary educational resources as described in the report by McKinney, Harcleroad, and Martorana prepared for the Commission last year.

STATEMENT BY EUGENE LEHRMANN, STATE DIRECTOR,
VOCATIONAL, TECHNICAL AND ADULT EDUCATION,
STATE OF WISCONSIN, SEPTEMBER 6, 1978

It is my observation that there are many very excellent programs in operation in the three junior colleges of North Dakota. It is apparent, however, that there are concerns at the state and local level in regard to the financing of these junior colleges from a very limited local tax aase. In addition, this limitation restricts the ability of the district to plan in regard to business and student needs on a base broader than the local school district.

I believe that a decentralized system of operation for the junior colleges, operating under state policies established by expanding the State Board of Vocational Education, is worthy of consideration.

Wisconsin does have such a decentralized system, which was established in 1911 with the creation of a State Board of Vocational Education and local boards in cities with populations of over 5,000. In 1965, all area of the state was placed in postsecondary districts with the following mission:

38.001 Mission. The board shall be responsible for the initiation, development, maintenance and supervision of programs with specific occupational orientations below the baccalaureate level, including terminal associate degrees, training of apprentices and adult education below the professional level.

In addition, the University of Wisconsin System Law, Section 36.31, spells out the responsibilities of the University of Wisconsin System and the Board of Vocational, Technical and Adult Education in regard to postsecondary education:

36.31 Coordination with other educational agencies. (1) The board shall not, without the approval of the board of vocational, technical and adult education, broaden the system's post-high school training mission to include the preparation of persons for semiprofessional or skilled-trade occupations beyond those offered during the 1972-73 academic year. The board of vocational, technical and adult education shall not, without the approval of the board of regents, broaden its system's college parallel program offerings beyond those in existence during the 1972-73 academic year. In this section, "college parallel program offerings" means those courses approved and designated by the board of vocational, technical and adult education in compliance with s. 38.24 (1) which enables a student to continue education as a junior in a four-year institution.

(2) The board of vocational, technical and adult education, in agreement with the board may designate courses other than those covered under sub. (1) as transferable for collegiate credit between the 2 systems.

To facilitate this development, the North Dakota State Postsecondary Education Commission would be charged with developing a plan to place all the area of the state in community college districts. Consideration should be given to

utilizing existing educational operations wherever possible.

Upon completion of districting, the present state board of vocational education should be expanded to include broader representation from employer groups, employee groups, consumers and farmers. This expanded board would be organized to operate as the overall policy body for community college education. This board should be given the authority to approve district programs requested by local districts to avoid program duplication, distribute state and federal aids and coordinate other functions of the districts which have statewide implications.

District boards should be organized in each of the community college districts with representation from employer, employee, consumer and farmer groups and be appointed by the State Board of Vocational Education. The district board would have exclusive control over district operations, would be granted the authority of a municipality, be authorized to hire and fire staff, to establish school district policies and to carry out all post-secondary educational activities authorized in the statutes.

Since all of the area of the state would be in a community college district, it could be financed from state and federal aids distributed through the State Board of Vocational Education plus student tuition and fees and gifts and grants collected at the local level.

Organization on this basis allows for direct area and community involvement in program development. It has been predicted that 20% of the jobs in the '80s will require a baccalaureate degree; 5% will fall in the unskilled category; and the balance will require a combination of skill and academic training. A community college system geared to give attention to this type of training would be able to effectively meet the needs of the people of the state of North Dakota.

Advantages of the above decentralized system:

A. Allow for local control and operation of the districts

B. Provide for state level coordination to limit program duplication

C. Would provide for a community college advocate at the state level

D. Would provide for uniform financing of the community colleges

E. Would provide for a statewide delivery system organized on an equitable basis

F. Would provide for articulation with the secondary vocational education program at the state level through the State Board of Vocational Education

G. Would provide for statewide planning of community college programs

H. Would allow for added attention to be given to postsecondary vocational, technical and adult programs.

STATEMENT BY BEN L. MORTON, CHANCELLOR, BOARD OF REGENTS,
STATE OF WEST VIRGINIA, SEPTEMBER 5, 1978

The questions that naturally come to mind, as one looks at the North Dakota situation, are much broader than ones relating specifically to the three community or junior colleges. North Dakota is in a position similar to that of many states; that is, it finds itself with a system of higher education that is highly institutionalized and essentially configurated for a different era. Recognizing all of the intrinsic political and practical issues that are involved, one is tempted to make a recommendation that a complete and sweeping study be made of all North Dakota's public higher education with an eye to restructuring educational delivery and to making it more in tune with the needs of the changing type of student.

It is my judgment that state interests in higher education with particular reference to community colleges are not well served with the degree of local initiative possible under current law. Institutions can "pop up" because of capricious and temporal circumstances. That is, a strong, active leader may at a certain time create a community college in an area where clearly data show at best marginal need. On the other hand, because at a certain point in time such leadership may not be present, another area badly needing such service will not have same. This results in community college activities inconsistent with total state priorities.

Clearly the initiative leading to the current study of the three community colleges, however, is financial. The three institutions are striving to find money of a substantial, permanent nature to provide a basis for what are likely currently underfunded programs and activities (at least in some instances). As a first in bringing the situation into some semblance of rationality, it is

recommended that the formula for state funding approach per se be abandoned, that the institutional budgets be reviewed in detail and that an appropriate state appropriation recommendation be made by the State Board of Higher Education. This step, although it may generate some additional cost to the state, will at least give a measure of assurance that the programs now being offered are adequate and that the dollars provided by the state are reasonably well spent on educational services.

In the long run, a governmental structure of shared authority for community colleges may be the best model for North Dakota given the history and traditions that exist. Perhaps the state level board should have final governance and coordination authority, but would be given the authority to delegate certain responsibilities to local boards, much like the approach that is now used in the North Carolina State University system. Clearly, whatever is done on the governance scene must sort out and/or create definitive accountability lines for the three community colleges.

Although no two states are the same, it is possible that what has transpired in the State of West Virginia over the last eight or so years may provide a worthwhile model for study. Both states are essentially rural in nature. Both states find themselves with several small four year institutions located in isolated areas. Both states have less than fully developed comprehensive post-secondary education programs, particularly of a comprehensive community college nature.

Because of demographic and economic characteristics, West Virginia law and policy state in effect that public higher and post-secondary education is a state rather than local or shared responsibility. These same general characteristics appear to exist in North Dakota.

Because of the number of small four year institutions already established, West Virginia policy is to capitalize as much as possible on these existing resources in providing comprehensive community college programs. North Dakota also has a significant number of such small, four year institutions.

Developments to date in West Virginia have been to create three stand-alone community colleges through conversion from university and state college branches, the establishment of six community college components at five state colleges and universities and the ongoing transition of a state college essentially to a two year community college, serving its immediate geographic area. Present planning would suggest that these nine units constitute the necessary institutional framework to serve virtually all West Virginians with community college programs.

The structure of the three converted branches is essentially traditional in that each has its own president reporting through the Chancellor to the West Virginia Board of Regents. The Board makes specific and discreet financial allocations to each from its available total resources; no local tax resources are utilized.

The community college components are still in a stage of transition and development with some being much further along than others. The essential structural model stated simply is akin to that of a graduate school within a university. Each is headed by a vice-president or provost with a small support staff reporting directly to the president. Each has its own faculty, many of whom also have appointments in the four year programs. Each has its own instructional budget, but generally relies on the four year institution for administrative services and in large measure for facilities.

The inherent disadvantages of the component approach are, of course, obvious to the practiced higher education observer or practitioner. Interfacing what are essentially two completely different types of institutions is a quite

difficult task requiring a high level of diplomacy, considerable patience and a strong and steady central pressure application. Constant care must be taken that the existing four-year establishment does not pervert or capture the community college programs. If they do, the programs will become in substance the first two years of a traditional four-year degree. The essentials to success are a sympathetic president, a truly community college oriented component chief executive, reasonable demonstrated priority financial support, and a system which strongly supports and reinforces the component programs.

The other potential problem of a fully state controlled and financed community college program is assuring community responsiveness in programming. By its intrinsic nature, a community college is dedicated to serving the broad gage educational needs of a geographic community or area. Its programs must reflect the needs of local or area employers and the particular nature of area students. These will, of course, differ from one place to another. The conventional wisdom is that the necessary responsiveness and accountability is provided through local or shared local control and financing. Certainly, such mechanisms are not automatically there in a system such as has been developed in West Virginia. Consequently, other arrangements must be made to provide local input of an ongoing and substantive nature.

The West Virginia Board of Regents met the local input need in what appears to have been a rather successful manner by setting up local advisory boards and requiring inputs from such boards in a systematic manner. More recently, these boards have been recognized by inclusion in state statute. Also, in the proven tradition of community college philosophy, it is expected that each career or semi-professional program will have a local and representative advisory committee for purposes of assisting in content development and ongoing evaluation.

Board staff insists on evidence of such program input before it will recommend approval to the Board.

The ideal in any state is to have a system of comprehensive community colleges serving all or nearly all of the population on a reasonable community basis in a complementary and non-duplicative mode in reference to the four year colleges and universities. Because of demographic, economic, political and social characteristics, such an ideal is not possible in rural and generally lightly populated states like North Dakota and West Virginia. The dilemma is further deepened by the fact of life that relatively substantial resources are already committed to the "traditional" higher education establishment; such was not the case in most of the highly populated and industrialized states that have put in place a full array of comprehensive community colleges.

One alternative is to essentially finesse the issue by doing nothing; this it is strongly suggested is self-defeating in that it deprives large numbers of citizens of appropriate educational opportunities.

The other alternative is to work toward a reasonable approproximation of the ideal by creative use of what exists. That would appear to be the viable alternative for North Dakota. The general approach being taken in West Virginia represents a type of gradualism and compromise that implicitly responds at the same time to political realities. The more direct and perhaps courageous approach would be to overtly reconfigure the institutional patterns by a process of closure, commencement and significant change in specific institutional missions. The latter course is quicker and more efficient, but it is also potentially more disruptive.

I would close by repeating my earlier recommendation that North Dakota needs to take a careful look at its total higher education system toward the end of

substantial reconfiguration. In terms of the immediate issue of the three community colleges, the West Virginia model would strongly suggest direct state governance and budget control through the State Board of Higher Education.

STATEMENT BY JOHN C. MUNDT, STATE DIRECTOR,
WASHINGTON STATE BOARD FOR COMMUNITY COLLEGE
EDUCATION, STATE OF WASHINGTON,
SEPTEMBER 6, 1978

I. Current Situation

A. Relationship Between Two-Year Institutions and State Colleges

Five two-year institutions (Bismarck Junior College, the Bottineau Branch of the North Dakota State University, Lake Region Junior College, the Williston Center of the University of North Dakota, and the North Dakota State School of Science) as well as three state colleges (Dickinson State College, Valley City State College, and Mayville State College) will soon fit comfortably within the modern concept of a "community college" (a term preferred over "junior college" in the future)--that unique, comprehensive institution within the broad concept of "higher education" and the still broader definition of "postsecondary education" that now accounts for over a third of all postsecondary enrollments in the

United States.

The three state colleges, originally normal schools but faced with a decline in demand for teacher training, are compelled to contemplate diversification of curriculum--specifically a venture into vocational-technical areas--in order to survive. Only Minot State College, among the state college group, has a reasonable opportunity of continuing in more or less its present form as a viable four-year institution. In fall 1977, its total FTE enrollment was 2,206.

The remaining three state colleges in fall 1977 enrolled only 820 upper division FTE's between them, raising questions whether their junior and senior offerings can be efficiently financed in the future. Two of the state colleges, Mayville and Valley City, are near senior institutions where upper division programs are more economically available.

An example of changes underway in the four-year state colleges is that of Dickinson State College. Dickinson is now offering typically community college programs in the vocational-technical area: heavy equipment, truck driving, LPN, agriculture, business education programs. The State Board of Vocational Education provides federal vocational funds for the heavy equipment program on a 100%

basis as well as other federal funds on a matching basis. The whole trend at Dickinson toward a comprehensive curriculum with an increasing vocational-technical emphasis is causing concern at other postsecondary institutions, as well as among legislators.

From the standpoint of the executive and legislative branches, two reactions to these developments will become increasingly evident, one positive, one of concern. The positive aspect of these developments is that trained manpower will be provided North Dakota agriculture and industry on an increasing scale. The Williston Center is 75% vocational, and it is estimated that 84% of the graduates find employment in the area. Lake Region is 80% vocational, and it is contended that 78-80% find employment in North Dakota. (The state colleges also have a good placement record according to the State Board of Higher Education.)

The second reaction and a concern is the obvious danger of unnecessary duplication of programs as the vocational-technical programs proliferate among the eight postsecondary institutions. It is clear that legislative interest in greater central coordination to avoid unnecessary duplication will increase. Present institutional structures are inadequate to accomplish this, as noted in the succeeding section.

B. Complexity of Reporting Relationships

The three state colleges are nominally subject to the governance of the State Board of Higher Education, though federal vocational monies and attendant controls flow to them from the State Board for Vocational Education, as noted above. Moreover, "governance" by the State Board of Higher Education is almost non-existant, given the fact that the board has only four professionals on its staff (compared to 21 professionals and a total staff of 31 on the vocational board staff).

The situation for the three junior colleges is even more complex. Under the North Dakota Century Code, the following "outside" state agencies have "governance" responsibilities for junior colleges:

1. A school board of a public school district may appoint a "board of control" to direct the management and operation of a junior college. This has been done for Lake Region Junior College (15-18-10). The board of control has authority to employ teachers and personnel and generally manage the junior college (15-18-10).*

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* At Bismark Junior College there is a common college and school district board. Williston is technically an "educational center" under a "Dean" appointed by the president of the University of North Dakota; the "Dean" manages without a formal board.

2. The North Dakota Postsecondary Education Commission maintains an information system including junior college data.

3. The State Board of Higher Education prepares and publishes academic standards for junior colleges, provides for inspection, and recommends accrediting of academic courses (15-18-04).

4. The State Board for Vocational Education performs the same functions for "trade courses" (15-18-04).

5. A state-supported institution of higher education (such as the University of North Dakota) may enter into an agreement with the school board of a school district for the establishment and maintenance of an off-campus educational center offering college or university level courses (as at Williston) (15-18-04.1).

6. A board of county commissioners may levy a tax of not exceeding five mills to aid the junior college (15-18-05).

7. The State Board of Public School Education annually reviews junior college budgets and also verifies the number of students attending junior colleges for purposes of calculating state aid payments (15-18-08).

8. The Legislative Council receives junior college budgets for the information of the appropriations committees.

It is true that some of the foregoing are provided for by law but rest lightly or constitute nebulous requirements. No county has yet levied a tax. Some budget reviews are perfunctory. And the provision for a "board of control" had as its purpose more flexibility rather than outside constraint for the junior college.

Still, there is no clear, single point of accountability to which the executive and legislative branches can look regarding junior colleges. In considering how (a) complexity might be reduced and (b) a point of accountability might be provided, three factors should be noted as having widespread support: (1) the belief that there are too many institutions in the postsecondary area; (2) the belief that there are already a sufficient number of boards; and (3) the belief that a high degree of local autonomy should be preserved.

II. Alternatives Available

A.

Proposals for managing the future are quite diverse and may be summarized as follows:

1. Maintain status quo. This is the easiest course of action on the theory that any momentum or change creates

resistance. The status quo could be made more palatable, according to some opinion, by simply increasing state aid and defining the mission of junior colleges as meeting statewide rather than regional needs (thereby justifying increase in state aid). Maintaining the status quo would not remedy the complexity described in the preceding section.

2. Have junior colleges report to State Board for Vocational Education. While it is true that future growth in vocational education will be substantial, and while it is also true that there is a vocational staff intact at the SBVE, the disadvantage is the obvious one that the modern community college is much more than a vocational-technical institute. In the state of Washington, a student can enter any one of ten programs, only two of which are preparatory and supplemental vocational programs. The same will undoubtedly be true in North Dakota with its strong allegiance to the Open Door concept and emphasis on comprehensive offerings. Hence, a vocational board, however well organized and well staffed, would not be appropriate as an overall, central governing board. The

State Board for Vocational Education would be particularly unacceptable to the three state colleges should they become part of any system of two-year institutions.

3. Have junior colleges report to the State Board of Higher Education. This is proposed by some as it would put all postsecondary institutions under one board. It is opposed by others as it would relieve the vocational board of jurisdiction over the chief deliverer of vocational education in the state. Also the staff of the higher education board would not be equipped to supervise or provide technical assistance in vocational-technical areas.

4. Have junior colleges report to the State Board of Public School Education. This would provide a more neutral identification than the State Board for Vocational Education (though the membership of the two boards is identical). The State Board of Public School Education has certain responsibilities already: receives budgets of junior colleges and handles state aid. However, this board currently has no staff. Also, presence of the State Superintendent as its executive officer would be considered a threat to loss of identity of a junior college or state

college as postsecondary institutions.

5. Establish separate board for two-year institutions. Good theoretical advantages can be identified for this course of action: autonomy for community college education; single, central point of accountability; direct working relationship permitted with executive and legislative branches. This structure (state board plus 22 local boards with a balance of responsibilities between the two sets of boards) is working in a satisfactory manner in Washington, However, this may not be possible in North Dakota at the present time in view of the aversion to the establishment of additional boards.

6. Have junior colleges report to the Postsecondary Education Commission. The size of this Commission would militate against its success as a governing board.

B. Proposal

It is proposed that from the membership of the Postsecondary Education Commission, three members of the State Board for Higher Education and three members of the State Board for Vocational Education, plus the junior college representative, form a Sub-Commission to serve as the coordinating body for two-year institutions.

The advantages over other alternatives described above appear to be as follows:

1. Both higher education and vocational education would be represented (preventing the choosing of sides by academic and vocational faculty and administrators).
2. Membership of an existing commission would be used--no new or additional board would be created.
3. A seven-person Sub-Commission is a more viable number than the full Postsecondary Education Commission itself.
4. The four-year state colleges could more comfortably come under the jurisdiction of the Sub-Commission than any other possible existing board or commission appropriate for all concerned.
5. Could lead to greater interaction between two-year and four-year presidents and personnel. At the present time, only the Dean at Williston attends meetings of the state council of state college presidents.

With respect to point #4 above, it is always difficult to change the role and mission of an existing institution, i.e., the change from a normal school to a comprehensive two-year institution, as in the case of the state colleges. However, the changes are already under-

way in practice that will produce such a result as the three state colleges struggle for survival. Eliminating upper-division offerings at the three colleges for economic reasons will be resisted and provision of services to the students involved must be considered with sensitivity (some off-campus upper division offerings might be justified on an extension basis if the economics are defensible. At the present time, North Dakota State offers junior and senior courses in management on the BJC campus). Also, many four-year faculty do not understand the challenge and dynamics of community college education; resistance from faculty and administrators at the state colleges must be anticipated.

Eventually, should eight postsecondary institutions come under the jurisdiction of the Sub-Commission, it will probably evolve into a body of considerable integrity, representing as it will an important, unique and separate segment of postsecondary education.

C. Functions and Responsibilities of the Sub-Commission

These must be made clear.

1. Development of a single budget for the system.

The least complex way for the executive and legislative branches to deal with financing two-year institutions is to receive a single budget proposal, with sufficient detail to (a) identify institutional budget levels, and (b)

determine that necessary services will be offered without unnecessary duplication among the institutions.

Avoidance of unnecessary duplication between the secondary area vocational schools and the two-year post-secondary colleges should continue to be the responsibility of the State Board for Vocational Education. The Sub-Commission could also be influential in reviewing the tendency of the senior institutions to offer off-campus continuing education programs, presently without effective regulation.

2. Planning and Program Approval.

Junior colleges need have no fear of the implementation of program budgeting in the governor's fiscal office. The junior colleges have actually sought to go through the executive review process in order to surround their budget proposals with greater integrity.

3. Establishment and maintenance of an MIS system (already a function of the full North Dakota Postsecondary Education Commission).

4. Establishment of general policies governing two-year institutions.

At the same time, separate local boards are recommended such as the "boards of control" to preserve a high degree of local autonomy on a decentralized basis. The Sub-Commission should be viewed as more of a coordinating body than a coercive one. With eight institutions under the jurisdiction of the Sub-Commission, the state should be divided into eight districts with a regional board in each. The cost of regional boards (per diem and travel) is minimal for the services rendered by responsible lay board members.

There is a curious opinion voiced in some quarters that seems to define "community college" in strictly geographic rather than programatic terms. Yet graduates of community colleges, though many remain in a local community, also find employment in other parts of the state to the general welfare of all. A system of eight community colleges--though each institution will seek to be responsive to the needs and desires of its own community--should be considered as a state resource, and something of value to all counties in addition to the eight in which a campus may be located. This is the fact now: 30-35% of

Williston's enrollment is from the city, the remainder from a 70-80 mile area.

5. Establishment of common statewide tuition and fees for junior college students.

At present students at junior colleges in different localities pay different tuition and fees for the same services. Thus some students pay more than others. All citizens should be treated equally.

D. Comments Concerning Various Concerns

1.

An aversion to a state-level governing agency was voiced on the grounds that a state agency cannot react quickly enough if a new industry is established locally whose personnel needs training. It can only be pointed out that such is not the experience in states with state boards such as the state of Washington. Steps should be taken and systems and procedures adopted that will permit a necessary level of local or regional flexibility.

2.

There is an opinion that higher education is "over-built" and therefore no additional facilities are justified at junior colleges--"the students can go where the buildings are." The obvious problem,

of course, is that the buildings that are "over-built" are not located where the demand is. It is still generally the case that the lowest cost to the taxpayer is to provide lower division postsecondary education to sons and daughters at a local institution to which the student can commute rather than "going away to college." Additional facilities may be fully justified at two-year institutions in the future in North Dakota on a selective basis.

One way to facilitate capital construction on two-year campuses in North Dakota may be on a matching basis. If regional boards are established and nearby counties are periodically represented on the boards of "their" regional college, county levies may be possible on condition that matching state or federal appropriations are available. Most new buildings needed will probably be dormitories or vocational buildings, which should have particular voter appeal (BJC feels it has lost student enrollments because of the shortage of dormitory space).

3.

An objection to a state system is voiced with the argument that the legislature would then have to appropriate money to reimburse local districts for the facilities that are taken over. This may not be necessary. When the state system of community colleges was

established in Washington in 1967, and title vested by statute in the State Board for Community College Education, the State Supreme Court upheld the transfer without compensation even though some local bonds were still outstanding. The rationale was that local taxpayers approved the local levies originally for the purpose of establishing a community college and that this purpose was in no way thwarted by a state system: the local college was still local and continued to render the expected services.

4.

Some of the institutions involved are "Constitutional" rather than "statutory." This may require a phasing process to accomplish ultimate organizational objectives, as the Constitution is amended. North Dakota has rejected sweeping constitutional revision but has not been averse to amendments on a piecemeal basis. These would be piecemeal amendments.

5.

Some are concerned that funding is not available for expansion of junior college services. It is undoubtedly true that the taxpayer revolt is having effect in North Dakota as elsewhere and that advocates of community college education have a severe burden of proof to justify increased appropriations for state aid or state dollars for

vocational education. However, a strong case can be made. The importance of the presence of a college to the economy of the local community can be demonstrated by applying tested models. Also, it is commonly believed in North Dakota that only communities in which colleges are located have grown. Moreover, it can be demonstrated that junior college costs for the delivery of lower division services are lower than for other institutions of higher education. The provision of skilled manpower can be singled out as a contribution of junior colleges, which are often the largest single employee-training institutions in the state.

6.

It is sometimes argued that junior college growth simply means increased competition for students who would otherwise attend the long-established senior institutions. This is an argument that often is exaggerated. The three junior colleges are heavily oriented toward vocational education, an area of no interest to a university and non-competitive. Other junior college programs are likewise of little interest to the senior institutions: preparation for GED, remedial education, adult basic education, home and family life courses, apprentice training, etc. The part-time student usually cannot "go away to college" to attend a four-year institution. In many states, registrars of four-year institutions believe that junior colleges

generate as many transfer students at the junior level as they take away at the freshman level. Community colleges serve essentially different markets and for this reason are recognized as separate and unique segments of postsecondary education. The transfer potential for the senior institutions is particularly attractive in North Dakota as almost all junior college transfer students transfer to another North Dakota institution rather than going out of state. Also, their scholastic records hold up well after transfer and it is noted there is no dip in grades.

Essentially, the argument there are too many institutions of higher education in North Dakota (exemplified by the cutoff date of July 9, 1969 for state aid) is an emotional argument unless and until criteria for reaching such judgments are developed. A more proper approach would be first to determine the service and accessibility level North Dakota wants for postsecondary education. It is common to hear references to the relatively low 600,000 population of the state. On the other hand, the western part of the state has been less served than the eastern part. It is important to arrive at as pragmatic a definition of the Open Door as possible, balancing the nationwide emphasis on access against the vanishing surplus in the state treasury and looming cash flow problems on the revenue side.

III. Conclusion

Undoubtedly it will be necessary to substitute a new junior college chapter for the present chapter in the North Dakota Century Code, as well as make other statutory changes, to accomplish the goals and objectives set forth above.

Lack of public understanding of the possible contribution of a strong community college system will be a barrier, as will the probable need for constitutional amendment. Legislators and the public will probably be receptive to an emphasis on vocational-technical education, though advocates of modern community college education should strongly insist on comprehensiveness as well.

STATEMENT BY HERBERT R. HENGST, DIRECTOR, CENTER FOR STUDIES IN HIGHER EDUCATION, UNIVERSITY OF OKLAHOMA CONCERNING GOVERNANCE AND FINANCING OF JUNIOR/COMMUNITY COLLEGES IN OKLAHOMA

According to the Constitution of the State of Oklahoma, "All institutions of higher education supported wholly or in part by direct legislative appropriations shall be integral parts of a unified system to be known as 'The Oklahoma State System of Higher Education.'" (State Constitution, Article XIII Section 1). The system provides for alternative patterns of governance for the fourteen public two-year colleges that fall within its coordination responsibilities, but the manner in which state resources are channeled into these institutions is essentially the same. The purpose of this paper is to present a brief overview of those two facets of the junior/community college picture in Oklahoma.

The Governance Pattern

Constitutional provisions define the role of the State Regents for Higher Education in terms of coordination. In fact, the State Regents is called a "coordinating board of control" and is assigned the power to determine the standards, the functions and courses of study for each institution, to award degrees, to recommend to the legislature the budget allocations for each institution and the fees to be charged by each institution. The nature of these constitutionally prescribed powers affords the State Regents a significant measure of control and makes clearly operational the concept of coordination.

The actual management of each institution is delegated to its own individual board. With respect to the fourteen public two-year colleges in the state, two are operated by the Board of Regents for Agricultural and Mechanical Schools (which also operates the Oklahoma State University and three regional colleges) and twelve are operated by separate Board of Regents. One of those

twelve is a "municipal junior college" and is operated by the local school district board of education sitting as its Board of Regents. Seven are designated as "community junior colleges" and are operated by boards of regents which include a majority of the membership (four out of seven) from the service area of the institution. The remaining four two-year colleges are known as "state colleges." Each has its own board of regents whose members (five for two colleges, seven for the others) are appointed from the state at large. All regents are appointed by the governor with the advice and consent of the senate. The institutional boards have management responsibilities that include all personnel and internal financial matters, capitol development programs, and other day-to-day operational concerns.

The State Regents for Higher Education exercises "coordinating control" by regulating the addition of new programs or courses of study in each institution. For example, should a junior or community college wish to initiate a nurses' training program, it would first have to be so authorized by the State Regents. The review of the proposal would take into account the actual needs of the local area, the problem of possible duplication of effort, and the impact of the proposal on the financial resources of the state. It should be noted, however, that once a program has been authorized, the State Regents remain completely out of the picture. The operation of each institution is the responsibility of its regents, administration, and faculty.

The Process of State Funding

There are two primary sources of income to support the two-year institutions of higher education, state appropriations and fees and tuition. It is true that other sources provide valuable assistance to the colleges as they seek to provide their unique set of services to the people of their service area, but gifts, grants, and contracts from the federal government, business and industry,

and friends of the institutions amount to supplemental dollars. The concern of this section is with the manner in which the dollars from the primary sources of support are determined and distributed to each of the fourteen junior/community colleges that are members of the state system of higher education.

It is not enough, of course, to say that the two-year colleges receive the bulk of their operating money from the legislature. Although the appropriation of state funds is the responsibility of the legislature, the people have wisely assigned to a special body the determination of the needs of the state's colleges and universities, the Oklahoma State Regents for Higher Education (OSRHE). In order to safeguard higher education from partisan incursions, the coordination of the state's colleges and universities was placed in the hands of the State Regents. The securing of funds, a central procedure in any effort at coordination, was assigned to the State Regents by the constitutional provision that established it as a state agency. It, then, is the instrument of both the people of the state and colleges and universities in petitioning the state legislature for supporting funds. By virture of the duties of OSRHE, the colleges are at least partially insulated from whimisical legislative responses to concerns of the moment and to unprincipled exercise of power by ambitious political leaders.

The accompanying diagram outlines the sequence of activities involved in securing the primary funds necessary to operate the majority of the programs offered in the state's two-year colleges. The tapping of federal sources is not included. Neither does the diagram speak to the manner through which the state raises its money nor to the income sources and procedures involved in capital fund and auxiliary services activities.

The first step in the annual funding process is the determination of needs. This is a most critical phase in the process, and involves both each institution

and the staff of the State Regents. Each institution provides budget information following guidelines and using data developed by the State Regents in September of each year. In October, the Regents conduct open budget conferences with each budget unit in the state system, thereby adding valuable information to the more formal data base developed by the Regents through its regular information gathering activities. The conferences allow all needs and interests of each institution to surface and to be compared with all available information. Following these conferences, a budget proposal for the state system is finalized by the Regents' staff and formally adopted by the Regents. The final budget proposal is based on program cost projections, enrollment projections, anticipated student-faculty ratios, and funds required for the support of other institutional functions (organized research, continuing education and public service). The budget proposal also includes an estimate of the fees and tuition income for each institution.

The budget proposal is transmitted to the legislature through a formal resolution of the State Regents. It is published and distributed to each legislator. Its progress through the legislature is monitored closely by the Regents and staff. A pre-session briefing is conducted for all legislators; individual requests for clarification and/or additional information from legislators are handled promptly; and representatives appear before the Education and Appropriations Committees of the Senate and House. In all of these activities, the Regents' staff involves representatives of individual institutions. It should be noted that the legislature also considers a budget proposal from the Governor.

The action of the legislature results in a single lump-sum appropriation for higher education to the State Regents in accordance with provisions of the Constitution. The State Regents, then, have the task of determining the

allocations to be made to the individual institutions. It is not unusual for the state appropriation to be less than the budget proposal submitted by the State Regents. Consequently, the allocations are customarily pro-rated. The Regents, then, allocate a pro-rated lump-sum to each institution. It is a single year allocation and includes both state-appropriated funds and revolving funds. The allocations are made by formal resolution of the State Regents. Finally, the funds are allotted to each institution on a quarterly basis in accordance with a State Regents' approved budget. The lump-sum is then managed by each institution.

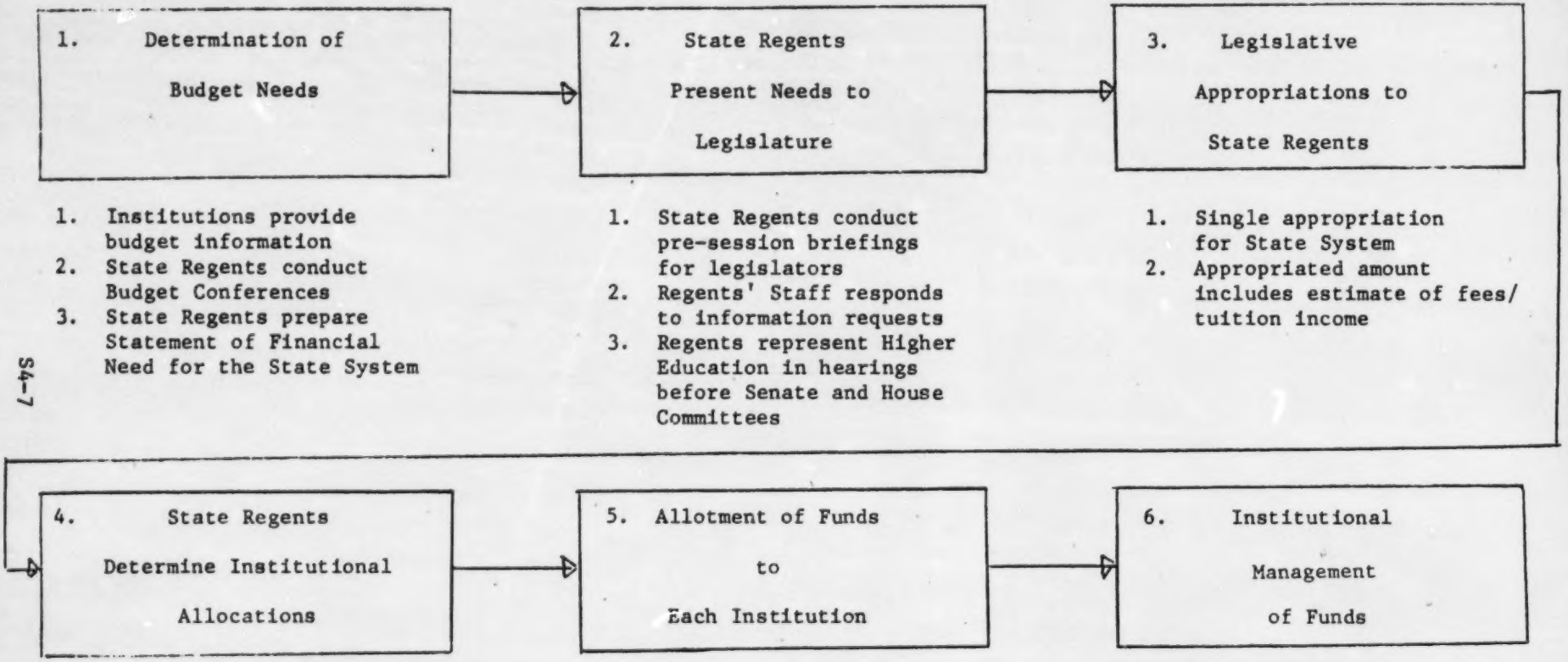
A comment is in order concerning the "lump-sum" allocation by the State Regents to the individual institution. Although the budget needs of each institution are determined by a program-based information system, there is nothing in the State Regents procedures or regulations that allocate certain dollars to certain programs or functions. The determination of the use of the "lump-sum" allocation is in fact a determination made by the institutional board, administration, and faculty.

Impact Estimate

It is clear that the two-year colleges in Oklahoma are members of the State System of Higher Education. Although there are, quite properly, the inevitable operational problems in such a diverse and extensive system, the junior and community college presidents seem to feel that their institutions have been well served. It should be noted that there had been little growth in the junior college segment of the system until approximately ten years ago, but recent years have witnessed significant developments. In addition, the current Chancellor of the State System is a former president of one of the state two-year colleges. It is appropriate to conclude that the two-year colleges have prospered as members of the State System. It is not accurate

to suggest, however, that membership in the State System itself was the causal factor in their current prosperity, even though such membership enabled the forces that were responsible to be marshalled and organized.

THE PROCESS OF STATE FUNDING OF PUBLIC COLLEGES AND UNIVERSITIES IN OKLAHOMA


1. Determination of Budget Needs
1. Institutions provide budget information
2. State Regents conduct Budget Conferences
3. State Regents prepare Statement of Financial Need for the State System
2. State Regents Present Needs to Legislature
1. State Regents conduct pre-session briefings for legislators
2. Regents' Staff responds to information requests
3. Regents represent Higher Education in hearings before Senate and House Committees
3. Legislative Appropriations to State Regents
1. Single appropriation for State System
2. Appropriated amount includes estimate of fees/ tuition income
4. State Regents Determine Institutional Allocations
1. Each institution is allocated a lump-sum amount
2. Allocations determined on pro-rated basis
5. Allotment of Funds to Each Institution
1. Institutions prepare operating budget for allotment purposes
2. Allotments are quarterly - based on State Regents approved budget
6. Institutional Management of Funds
1. Institutional Boards determine expenditure patterns within accountability guidelines

S4-7

Appendix A

A STUDY OF GOVERNING AND FINANCING OF SCHOOL DISTRICT JUNIOR COLLEGES

A study of the current status of school district created junior colleges with recommendations for future development including alternatives in governance and financing of their operations.

The three school district created and operated junior colleges in North Dakota are Bismarck Junior College, Lake Region Junior College, and the University of North Dakota Williston Center. These institutions were created by the local school districts under permissive legislation enacted in the 1931 legislative session. They are funded with local mill levies, state per student aid, vocational education appropriations, and student tuition.

Each legislative session the amount of the state appropriation and the methodology for allocating this appropriation has been modified by the legislature. Simultaneously the question of state control and accountability has been a concern of many groups, including the affected Boards of Trustees and/or local school boards responsible for their operations.

It is most apparent in reviews of postsecondary education and in planning for postsecondary education in the state that there needs to be a long-term solution to the questions of governance and financing of these institutions. Who should govern the determined role for these institutions for the best long-range achievements for postsecondary education in our State and how should they be financed?

The Postsecondary Education Commission is being requested to allocate assistance for a study of these concerns as a step in the long-range planning activities for Postsecondary Education.

The study should include but not be limited to the following:

I. The historical development and commitments of the State to the operations of the three institutions.

II. An examination of current and future governance of the public school district junior colleges.

a. What is the current governance pattern at each institution?

b. What are the alternatives for future governance?

c. What legislative action is necessary to accommodate modification for acceptable alternatives for each or all of these institutions?

d. Should legislation require mandatory or permissive alternatives for governance and financing?

III. Should legislation provide for the role and mission of these institutions?

a. Should there be broad guidelines in legislation or authority to a governing body or bodies to determine their role and mission?

b. How should the local and or statewide roles be determined?

IV. How should financial planning for capitol development and long-range operational functions be determined to facilitate the determined role and scope of these institutions?

a. Should the state purchase their facilities? If they should, what procedures should be set forth to facilitate these transactions?

b. What procedure needs to be developed to accommodate debt retirement and relieve the districts of bonding limitations?

In summary, the Commission is being requested to allocate assistance for a study to resolve the issue of long-range planning, operations, and governance of the school district created junior colleges and to recommend alternatives for current and future funding and governance of these institutions.

Appendix B

SOURCE: North Dakota Century School Code, 1971, pp. 278-283.

in this chapter. Such purchase price shall be payable for not more than fifty years, in annual installments of not more than fifteen percent of the purchase price, at a rate of interest of not more than five percent per annum, payable semiannually, and shall be payable solely and exclusively out of the income derived from the operation of such dormitory;

and the state shall incur no liability whatever by reason of the exercise of the authority granted to the board of higher education by this chapter.

Source: S. L. 1929, ch. 102, § 4; 1939, ch. 120, § 4; R. C. 1943, § 15-1705.

15-17-06. Property of and evidence of indebtedness issued by institutional holding association exempt from taxation.—Any site, dormitory, equipment, or appurtenances acquired, purchased, erected, installed, owned, operated, or maintained by an institutional holding association, its successors or assigns, as provided in this chapter, and all bonds or other evidence of indebtedness issued lawfully by such association, shall be exempt from taxation.

Source: S. L. 1929, ch. 102, § 5; 1939, ch. 120, § 5; R. C. 1943, § 15-1706.

CHAPTER 15-18

JUNIOR COLLEGES

Section		Section	
15-18-01	Junior colleges authorized.	15-18-05	County levy to aid junior college or educational center authorized.
15-18-02	Election to establish junior college.	15-18-06	Proceeds of levy to be certified to special school district.
15-18-03	Tuition and fees in junior college — Use of tuition and fee revenue—Duty of school board—Tax levy authorized on vote of people—Maintenance of department.	15-18-07	State aid for junior colleges or educational centers.
15-18 04	Supervision of junior colleges.	15-18-08	Standards for state aid.
15-18-04.1	Establishment of off-campus educational center—Tuition and fees—Use of tuition and fee revenue.	15-18-09	Method of payment.
15-18-04.2	Mill levy for off-campus educational facilities—Election.	15-18-10	Junior college boards of control — Expenditures — Budget — Members — Terms —Compensation.

15-18-01. Junior colleges authorized.—The school board of any public school district comprising any city of the state having a population of more than five thousand, when authorized by a two-thirds vote of the electors voting thereon, may establish and maintain, in conjunction with the high school of such district, a department of junior

SOURCE: North Dakota Century School Code, 1971, pp. 278-283.

in this chapter. Such purchase price shall be payable for not more than fifty years, in annual installments of not more than fifteen percent of the purchase price, at a rate of interest of not more than five percent per annum, payable semiannually, and shall be payable solely and exclusively out of the income derived from the operation of such dormitory;

and the state shall incur no liability whatever by reason of the exercise of the authority granted to the board of higher education by this chapter.

Source: S. L. 1929, ch. 102, § 4; 1939, ch. 120, § 4; R. C. 1943, § 15-1705.

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15-18-04.2	Mill levy for off-campus educational facilities—Election.	15-18-10	Junior college boards of control — Expenditures — Budget — Members — Terms —Compensation.

15-18-01. Junior colleges authorized.—The school board of any public school district comprising any city of the state having a population of more than five thousand, when authorized by a two-thirds vote of the electors voting thereon, may establish and maintain, in conjunction with the high school of such district, a department of junior

college work to consist of not more than two years of work beyond a four year high school course.

Source: S. L. 1931, ch. 246, § 1; 1941, ch. 256, § 1; R. C. 1943, § 15-1801; S. L. 1961, ch. 158, § 3.

15-18-02. Election to establish junior college.—The establishment and maintenance of a department of junior college work shall be authorized only at an election held pursuant to ten days' notice thereof stating the time and place of the election and that such proposition is to be submitted to a vote thereat.

Source: S. L. 1931, ch. 246, § 2; 1941, ch. 256, § 1; R. C. 1943, § 15-1802.

15-18-03. Tuition and fees in junior college—Use of tuition and fee revenue—Duty of school board—Tax levy authorized on vote of people—Maintenance of department.—On or before August fifteenth in each year, the school board of a public school district which maintains a junior college shall determine the rate of tuition and fees required to be paid by all students attending the department, whether or not the students are residents of the district, and these tuition and fee charges may be at a different rate for the students nonresident in the district than for students resident in the district. Tuition and fee revenue may be used to retire bonds issued in accordance with section 15-55-18. Every public school district maintaining a junior college under the provisions of this chapter may levy a tax of not to exceed eight mills, the proceeds of which shall be used for the maintenance and operation of the junior college. When submitting the question at the election, the board may specify a levy of less than the eight-mill limit authorized, and if such a limited levy is approved by the voters, subsequent levies shall not exceed the limited levy without another election authorizing a greater levy, but no election shall ever authorize a greater total levy than eight mills. The tax levy for the support of a junior college shall be in addition to all other levies authorized by law for such school districts, and the proceeds of the levy shall be used exclusively for the support, operation, and maintenance of a junior college.

Source: S. L. 1931, ch. 246, § 4; 1941, ch. 256, § 1; R. C. 1943, § 15-1803; 1949, ch. 133, § 1; 1957 Supp., § 15-1803; S. L. 1961, ch. 158, § 4; 1971, ch. 168, § 1.

15-18-04. Supervision of junior colleges.—The state board of higher education shall prepare and publish from time to time academic standards for junior colleges, provide for their inspection, and recommend for accrediting such academic courses of study offered by them as may meet the standards prescribed. The state board for vocational education shall perform the same functions as to trade courses offered by junior colleges and shall prepare and publish from time to time vocational standards for junior colleges, provide for their inspection, and make recommendations for accrediting such vocational courses offered by them as may meet the standards prescribed.

Source: S. L. 1931, ch. 246, § 3; 1941, ch. 256, § 1; R. C. 1943, § 15-1804; S. L. 1957, ch. 127, § 1; 1957 Supp., § 15-1804; S. L. 1965, ch. 125, § 1.

15-18-04.1. Establishment of off-campus educational center—Tuition and fees—Use of tuition and fee revenue.—The school board of any school district which includes a city having a population of more than seven thousand five hundred according to the latest federal census, may enter into an agreement with a state-supported institution of higher education for the establishment and maintenance of an off-campus educational center offering college or university level courses, provided such agreement is approved by the state board of higher education. The school shall determine the tuition and fees to be paid by all students attending the off-campus educational center, regardless of their residence, and these charges may be at a different rate for the students nonresident in the district than for students resident in the district. Tuition and fee revenue may be used to retire bonds issued in accordance with section 15-55-18.

Source: S. L. 1961, ch. 154, § 1; 1971, ch. 168, § 2.

15-18-04.2. Mill levy for off-campus educational facilities—Election.—For the purpose of maintaining and operating such off-campus educational center the school board may submit the question of a mill levy specified by the board, not to exceed eight mills, to the electors of the district at any regular or special school election within the district. If approved by sixty percent of the electors voting, the school board may proceed with the levy and collection of the tax. Such levy shall be in addition to all other mill levy limitations provided by law, and the proceeds shall be placed in a separate fund, accounted for separately, and used exclusively for the support, operation, and maintenance of such off-campus educational center. Expenditures may be made by the school board without going through the institution of higher education with whom an agreement has been entered.

Source: S. L. 1961, ch. 154, § 2.

15-18-05. County levy to aid junior college or educational center authorized.—The board of county commissioners of any county, or part of a county, in which a junior college or off-campus educational center of a state-supported institution of higher education has been established, or any county, or part of a county, adjacent thereto, may upon approval of the electors of such county at a countywide election, levy a tax of not exceeding five mills upon all property in such county, to aid any special school district having established a junior college or off-campus educational center of a state-supported institution of higher education. The mill levy herein authorized shall be over and above any mill levy limitation provided by law. At any time after the approval of such levy, upon petition of five percent of the electors voting in the last preceding countywide election, the county commis-

sioners shall submit the question of the continuance of such levy to the next countywide election, and if the majority of the electors shall vote to discontinue such levy, the levy shall be discontinued in subsequent years.

Source: S. L. 1957, ch. 127, § 2; R. C. 1943, 1957 Supp., § 15-1805; S. L. 1961, ch. 155, § 1.

15-18-06. Proceeds of levy to be certified to special school district.—The proceeds of any tax levy hereby authorized shall be certified quarterly to the treasurer of any special school district having established such junior college or off-campus educational center of a state-supported institution of higher education and shall be placed in a special junior college fund or an off-campus center fund and shall be expended for the acquisition of property, construction, maintenance, and the operation of a junior college or off-campus center of a state-supported institution of higher education.

Source: S. L. 1957, ch. 127, § 3; R. C. 1943, 1957 Supp., § 15-1806; S. L. 1961, ch. 155, § 2.

15-18-07. State aid for junior colleges or educational centers.—There shall be paid to each school district maintaining a junior college or educational center operated by a state-supported institution of higher education meeting the standards and eligibility requirements prescribed in section 15-18-08, out of funds appropriated for this purpose, the sum of two hundred dollars which shall be paid for every student in attendance during the two full semesters or fall, winter, and spring quarters. In addition, the sum of three hundred dollars shall be paid for every student in attendance during the two full semesters or fall, winter, and spring quarters at a junior college or educational center, provided the school district, city, or county shall levy taxes of not less than four mills for the support of such junior college or educational center in accordance with the provisions of sections 15-18-03, 15-18-04.2, or 15-18-05. For the purpose of this section, a "student" shall mean a person enrolled and in attendance, exclusive of temporary absences, in a junior college or educational center operated by a state-supported institution of higher education for a period of not less than thirty days, and carrying a course of study of not less than twelve class hours during each calendar week in academic courses meeting standards prescribed by the state board of higher education, or in vocational courses meeting standards prescribed by the state board for vocational education. A class hour shall mean not less than fifty minutes of instruction or supervised laboratory training. Each student enrolled for a period of more than thirty days in any one quarter or semester, but less than two complete semesters or three complete quarters, shall entitle the school district to receive proportionate payments based upon the number of weeks the student is enrolled and in attendance, exclusive of temporary absences, bears to the total weeks in the two complete semes-

ters or three quarters. Such calculations shall exclude weeks of regular vacation time.

If the funds appropriated for the purpose of carrying out the provisions of this section should prove to be insufficient based on the number of students in attendance at a junior college or educational center as provided in this section, the amounts to be paid to such junior colleges or educational centers shall be reduced in such a manner so that the payments for each student in attendance at a junior college or educational center will be made on a pro rata basis.

Source: S. L. 1959, ch. 150, § 1; 1961, 125, § 2; 1965, ch. 126, § 1; 1967, ch. 126, ch. 155, § 3; 1963, ch. 143, § 1; 1965, ch. §,1; 1969, ch. 160, § 1; 1971, ch. 169, § 1.

15-18-08. Standards for state aid.—No school district maintaining a junior college or educational center operated by a state-supported institution of higher education shall be eligible to receive payments as provided in section 15-18-07 or as otherwise specifically provided by law unless it was established and eligible to receive such payments on July 1, 1969, and it maintains an enrollment at all times during all semesters or quarters for which payment is made of not less than one hundred "students" as defined in section 15-18-07 and meets either such academic standards as shall be prescribed by the state board of higher education, or the trade standards as shall be prescribed by the state board for vocational education. The state board of higher education shall provide for an annual inspection of each junior college or educational center operated by a state-supported institution of higher education to determine compliance with prescribed academic standards; and the state board for vocational education shall provide for an annual inspection of each junior college or educational center operated by a state-supported institution of higher education to determine compliance with prescribed trade standards.

Source: S. L. 1959, ch. 150, § 2; 1961, ch. 155, § 4; 1965, ch. 125, § 3; 1969, ch. 160, § 2.

15-18-09. Method of payment. — On or before July first of each year, the dean or chief administrative officer of each junior college or educational center operated by a state-supported institution of higher education or the superintendent of each school district claiming state aid payments under section 15-18-07, shall file with the commissioner of higher education a verified statement containing the name and residence of each student enrolled in academic courses for whom payments are claimed, together with a listing of each course of study and the number of class hours for which such student was enrolled and in attendance, exclusive of temporary absences, during each week of the period for which payment is claimed; and such dean, officer, or superintendent shall file with the state director for vocational education a verified statement containing the name and residence of each student enrolled in vocational courses for whom payments are claimed, together

with a listing of each course of study and the number of class hours for which such student was enrolled and in attendance, exclusive of temporary absences, during each week of the period for which payment is claimed. Such other information shall be submitted as may be requested by the state board of higher education or the state board for vocational education. The state board of higher education and the state board for vocational education shall consider all claims submitted for payment from each school district, and shall forward to the director of accounts and purchases a certified list of all school districts entitled to payments under section 15-18-07, together with the amount of the approved payments. The director of accounts and purchases shall immediately issue a warrant to each school district entitled to payment in accordance with the certified statements submitted by the state board of higher education and the state board for vocational education. The decision of the state board of higher education, or the state board for vocational education, as the case may be, in regard to all claims for payment shall be final.

Source: S. L. 1959, ch. 150, § 3; 1961, ch. 155, § 5; 1965, ch. 125, § 4; 1971, ch. 169, § 2.

15-18-10. Junior college boards of control—Expenditures—Budget—Members — Terms — Compensation. — The school board of any public school district maintaining a junior college shall have the authority to appoint a board of control to direct the management and operation of such junior college. The board of control may have the authority to employ teachers and other personnel, prescribe courses of study, and purchase equipment and supplies and may have the duty of generally managing such junior college. The board of control shall prepare and submit to the school board an annual budget for the operation of such junior college and shall have the authority to approve the expenditure of funds, within the limitations of the budget, and perform such other functions as the school board may prescribe. The school board shall have the right to approve, amend, or deny any decision made by the junior college board of control. The board of control may appoint a secretary to keep the minutes and records of said board.

The board of control shall consist of five members. Each member of the board shall hold office subject to removal at the pleasure of the school board for a term of five years except that the five members first appointed under the authority of this section shall be appointed for the following terms: One for one year, one for two years, one for three years, one for four years, and one for five years as designated by the members of the school board. Any appointment to fill a vacancy shall be for the unexpired portion of the term. Members of the board of control shall serve without pay, but they may receive reimbursement for actual and necessary expenses incurred in the performance of their duties in the same manner and amounts as members of the school board.

Source: S. L. 1967, ch. 127, § 1.

Appendix C

SOURCE: North Dakota Century School Code, 1977 Supplement, pp. 80-82.

e. One at or near the state school of forestry at Bottineau at a cost of not more than fifty thousand dollars.

9. * * * [Same as parent volume.]

Source: N.D.C.C.; S. L. 1973, ch. 131, § 2.

CHAPTER 15-18—JUNIOR COLLEGES

Section		Section	
15-18-03	Tuition and fees in junior college—Use of tuition and fee revenue — Duty of school board — Tax levy authorized on vote of people — Maintenance of department.	15-18-07	State aid for junior colleges or educational centers.
15-18-06	Proceeds of levy to be certified to special school district.	15-18-08	Standards for state aid—Review of budgets — Audit of expenditures.
		15-18-09	Method of payment—Verification of students.

15-18-03. Tuition and fees in junior college—Use of tuition and fee revenue—Duty of school board—Tax levy authorized on vote of people—Maintenance of department.—On or before August fifteenth in each year, the school board of a public school district which maintains a junior college shall determine the rate of tuition and fees required to be paid by all students attending the department, and these tuition and fee charges may be at a different rate for the students nonresident in the district than for students resident in the district. The school board shall have the authority to adopt rules and regulations for classifying students as residents or nonresidents of the district for tuition purposes. Tuition and fee revenue may be used to retire bonds issued in accordance with section 15-55-18. Every public school district maintaining a junior college under the provisions of this chapter may levy a tax of not to exceed eight mills, the proceeds of which shall be used for the maintenance and operation of the junior college. When submitting the question at the election, the board may specify a levy of less than the eight-mill limit authorized, and if such a limited levy is approved by the voters, subsequent levies shall not exceed the limited levy without another election authorizing a greater levy, but no election shall ever authorize a greater total levy than eight mills. The tax levy for the support of a junior college shall be in addition to all other levies authorized by law for such school districts, and the proceeds of the levy shall be used exclusively for the support, operation, and maintenance of a junior college.

Source: N.D.C.C.; S. L. 1973, ch. 139, § 1.

Cross-References.

National Guard Tuition Waiver Act, see ch. 37-07.1.

15-18-06. Proceeds of levy to be certified to special school district.—The proceeds of any tax levy hereby authorized shall be certified quarterly to the clerk of any special school district having established such junior college or off-campus educational center of a state-supported

institution of higher education and shall be placed in a special junior college fund or an off-campus center fund and shall be expended for the acquisition of property, construction, maintenance, and the operation of a junior college or off-campus center of a state-supported institution of higher education.

Source: N.D.C.C.; S. L. 1975, ch. 144, § 5.

15-18-07. State aid for junior colleges or educational centers.— There shall be paid to each school district maintaining a junior college or educational center operated by a state-supported institution of higher education meeting the standards and eligibility requirements prescribed in section 15-18-08, out of funds appropriated for this purpose, the sum of eighteen dollars and fifty-nine cents per calendar week, which shall be paid for every full-time student in attendance, provided the school district, city, or county shall levy taxes of not less than four mills for the support of such junior college or educational center in accordance with the provisions of sections 15-18-03, 15-18-04.2, or 15-18-05. For the purpose of this section, a "full-time student" shall mean a person enrolled and in attendance, exclusive of temporary absences, in a junior college or educational center operated by a state-supported institution of higher education carrying a course of study of not less than twelve class hours during each calendar week in academic courses meeting standards prescribed by the state board of higher education, or in vocational courses meeting standards prescribed by the state board for vocational education. In addition, an amount equal to the weekly payment made for each full-time student shall be made for each full-time equivalent student enrolled for each calendar week of attendance in an approved academic or vocational program meeting the standards prescribed by the respective boards. The number of full-time equivalent students enrolled in each junior college or educational center for each calendar week shall be computed as follows: the total class hours of all students in attendance, exclusive of temporary absences, who are enrolled in less than twelve class hours, shall be divided by twelve. A class hour shall mean not less than fifty minutes of instruction or supervised laboratory training. Payments shall be made on a fiscal year basis, which shall mean the period from July first of one calendar year through June thirtieth of the following calendar year.

If the funds appropriated for the purpose of carrying out the provisions of this section should prove to be insufficient based on the number of students in attendance at a junior college or educational center as provided in this section, the amounts to be paid to such junior colleges or educational centers shall be reduced in such a manner so that the payments for each student in attendance at a junior college or educational center will be made on a prorata basis.

Source: N.D.C.C.; S. L. 1973, ch. 140, § 1; 1975, ch. 138, § 1.

15-18-08. Standards for state aid—Review of budgets—Audit of expenditures.—No school district maintaining a junior college or educational center operated by a state-supported institution of higher education shall be eligible to receive payments as provided in section 15-18-07 or as otherwise specifically provided by law unless it was established and eligible to receive such payments on July 1, 1969, and meets either such academic standards as shall be prescribed by the state board of higher education, or the vocational standards as shall be prescribed by the state board of vocational education. The state board of higher education shall provide for an annual inspection of each junior college or educational center operated by a state-supported institution of higher education to determine compliance with prescribed academic standards, and the state board for vocational education shall provide for an annual inspection of each junior college or educational center operated by a state-supported institution of higher education to determine compliance with prescribed vocational standards. Each school district maintaining a junior college or educational center shall annually submit a proposed institutional budget to the state board of public school education. The state board of public school education shall review such budgets, and the staff of the state board of vocational education shall provide such professional and clerical assistance as is required for such review. Two copies of each proposed biennial institutional budget, in the same format as prescribed by the office of the budget for the colleges and universities under the state board of higher education, shall also be submitted to the office of the legislative council for the information of the appropriations committees of the legislature. In addition, each school district maintaining a junior college or education center shall at least biennially provide the legislative audit and fiscal review committee with an official audit of their expenditures and activities.

Source: N.D.C.C.; S. L. 1973, ch. 140, § 2; 1975, ch. 139, § 1; 1977, ch. 156, § 1.

15-18-09. Method of payment—Verification of students.—On or before July first of each year, the chief administrative officer of each junior college or educational center operated by a state-supported institution of higher education or the superintendent of each school district claiming state aid payments under section 15-18-07, shall file with the state board of public school education a verified statement containing the name and residence of each student enrolled in academic and vocational courses for whom payments are claimed, together with a listing of each course of study and the number of class hours for which such student was enrolled and in attendance, exclusive of temporary absences, during each week of the period for which payment is claimed. Such other information shall be submitted as may be requested by the state board of public school education. The state board of public school education shall consider all claims submitted for payment from each school district, and shall forward to the director of accounts and purchases a certified list of all school districts entitled to payments

under section 15-18-07, together with the amount of the approved payments. The director of accounts and purchases shall immediately issue a warrant to each school district entitled to payment in accordance with the certified statements submitted by the state board of public school education. The decision of the state board of public school education in regard to all claims for payment shall be final. The staff of the state board of vocational education shall provide such professional and clerical assistance as the state board of public school education may require in performing the duties required by this section.

Source: N.D.C.C.; S. L. 1975, ch. 140, § 1.

Appendix D

RECOMMENDATIONS RELATED TO PLANNING FOR POSTSECONDARY EDUCATION IN NORTH DAKOTA

1. It is recommended that the Commission review and discuss the reports prepared for the Education Commission of the States by the Task Force on Statewide Comprehensive Planning for Postsecondary Education and the Task Force on Coordination, Governance, and Structure of Postsecondary Education.

2. It is recommended that the Commission adopt an approach to comprehensive statewide planning for postsecondary education that includes both "strategic planning" and "tactical planning" as described in these reports.

3. It is recommended that the Commission review the nature of the planning now being done by the State Board of Higher Education and the State Board for Vocational Education to determine the scope of their efforts and the extent to which these efforts might contribute to the work of the Commission.

4. It is recommended that the Commission adopt the following definition of the term postsecondary education until there has been enough discussion of the meaning of that term to permit agreement on more restrictive wording: "Postsecondary education consists of all organized opportunities for learning offered to persons who have completed or left elementary and secondary schools."

5. It is recommended that the Commission concentrate its efforts initially on opportunities for learning that are offered by educational institutions with the understanding that opportunities offered by other types of institutions, organizations, or agencies will be considered at the earliest possible date. The following working definition might be helpful: "Postsecondary education consists of all organized opportunities for learning offered by educational institutions to persons who have completed or left elementary and secondary schools."

6. It is recommended that the Commission initiate efforts as soon as possible to develop a comprehensive long-range plan for postsecondary education in North Dakota that will reflect widespread consensus on fundamental assumptions about the nature of postsecondary education in the state, needs for postsecondary education during the years ahead, goals and objectives related to these needs, and institutional missions, roles, and functions that will lead to the most effective and efficient use of available resources, but with the understanding that this long-range plan may need to be revised within three to five years.

7. It is recommended that the Commission initiate a series of task forces (or technical committees) to assist in the development of this long-range plan and to deal with some of the issues identified earlier in this report.

8. It is recommended that the Commission pay particular attention to the need for appointment of citizens to these task forces (or technical committees) who are not employed by educational institutions and who can look beyond the interests of any particular type of institution in making recommendations for public policy.

9. It is recommended that the Commission also include on these task forces appropriate representation from the various types of institutions offering such programs (including faculty members and students as well as administrators) and from the various state agencies having responsibilities closely related to postsecondary education.

10. It is recommended that the Commission proceed in its planning activities with the understanding that all reports from the various task forces will be referred to the State Board of Higher Education, the State Board for Vocational Education, and other appropriate agencies or organizations for their consideration prior to final action by the Commission.

11. It is recommended that the Commission consider the possibility of requesting staff assistance from the State Board of Higher Education and the State Board for Vocational Education in carrying out its responsibilities under the law.

12. It is recommended that the Commission consider the possibility of requesting state funds if additional assistance of this kind is needed.

13. It is recommended that the first task force be given responsibility for determining on a programmatic basis what the needs for postsecondary education in North Dakota are likely to be during the next ten to twenty years, including a review of recent trends in enrollments at the various types of institutions offering postsecondary programs and consideration of alternatives related to the flow of students among these institutions.

14. It is recommended that the second task force be given responsibility for identifying long-range goals and objectives that would seem to be most appropriate for North Dakota during this period.

15. It is recommended that the third task force be given responsibility for developing recommendations related to institutional missions, roles, and functions that will contribute to the most effective and efficient use of resources.

16. It is recommended that the fourth task force be given responsibility for preparing a comprehensive report on methods of financing postsecondary education in North Dakota, with emphasis on costs of instruction at public institutions of higher education and costs of vocational education programs approved and funded by the State Board for Vocational Education.

17. It is recommended that the fifth task force be given responsibility for developing recommendations related to the collection, compilation, and distribution of information required for comprehensive and continuous planning at both state and institutional levels.

SOURCE: McKinney, T. Harry, Harcleroad, Fred F., and Martorana, S. V. Postsecondary Education in North Dakota: An Agenda for Future Planning. Bismarck: North Dakota Postsecondary Education Commission, September 1977.

Appendix E

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